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ABSTRACT

Selected papers and reports on discussions from a Conference of University Administrators are presented. Contents are as follows: "Performance Assessment and the Management of Universities for the 1990s"--extract from a paper by J. Sizer; "Opportunities to Assist the Career Development of Administrators in British Universities," by G. G. Williams: "On-Line Systems: Introduction and Management Considerations," by B. A. Dawson: "User Involvement in Computer Systems in University Administration" and "On-Line Systems in University Administration," by P. Phillips: "The Funding of Australian Universities in a No-Growth Environment--The Government Squeeze," by J. W. Young: "The Universities of New Zealand," by R. A. Palmer: "Validation of Diversified Awards in Colleges of Higher Education," by D. C. Morris: "Devolution and the Universities," by N. A. Clayton: "Records Management for Universities: Theory and Techniques," by M. Bott and J. A. Edwards: and "The University of Dar Es Salaam," by C. B. Makubi. (SW)

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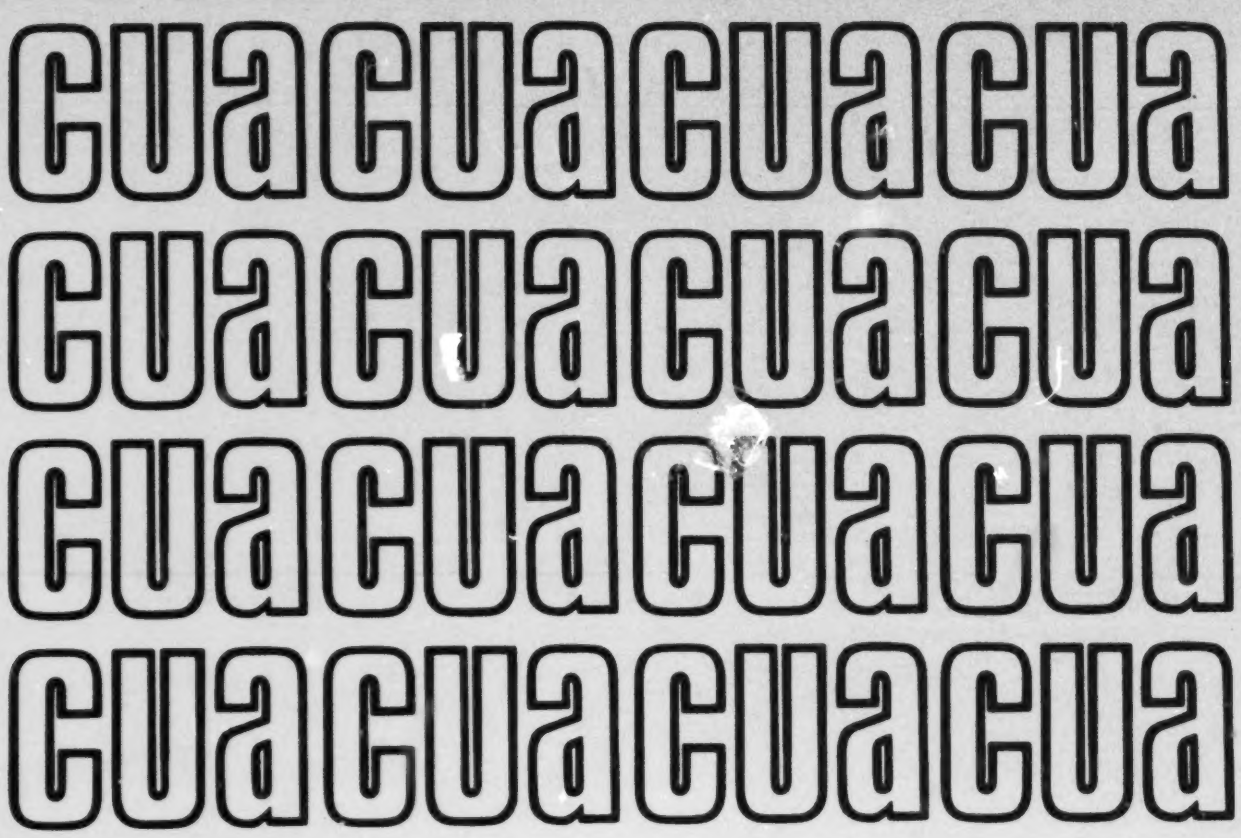

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Conference Proceedings
Edinburgh 1979

CUA PROCEEDINGS 1979

University of Edinburgh and Heriot-Watt University, 5-7 April 1979

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FOREWORD

THE CONFERENCE OF UNIVERSITY ADMINISTRATORS

The Conference of University Administrators (CUA) was established in 1973 as the successor to the Meeting of University Academic Administrative Staff which had been organising an annual conference since the early '60s. The change in title reflected a view of unity of the administration of the Universities, and CUA seeks to promote the development of professional attitudes to the activities which are encompassed within the term 'administration'.

CUA has the following objectives:

(i) To communicate information - which it does through its annual conference, and the Proceedings thereof, the Newsletter, and its specialist courses and conferences.

(ii) To promote the profession.

(iii) To keep a watching brief on the interests of University Administrators with regard to training and to continue to provide training through the medium of the Annual Meeting.

(iv) To provide through the Executive Committee a channel of communication with the Association of University Teachers on matters of salary and conditions of service.

At present there are over 1300 members in some 100 different universities, colleges or institutions within the university system in the United Kingdom and Eire.

The Annual Meeting is the main forum for the interchange of views, and the dissemination of useful information on the theory and practice of University Administration, but an Executive Committee meets about four times a year and is concerned with formulating broad lines of policy, with CUA's relationships with outside bodies (especially the AUT) and co-ordination of the work of its sub-committees. It keeps in touch with individual members through a network of Branch Correspondents who are encouraged to stimulate activities which arise from the needs and aspirations of the membership within their own institutions.

Mark Pargeter
Secretary
April 1979

NOTE BY THE EDITOR

The sixth annual meeting of the Conference of University Administrators (CUA) was held in Edinburgh from Thursday, 5 April to Saturday, 7 April 1979, with Heriot-Watt University and the University of Edinburgh acting as hosts. Members, visitors and observers totalled over 500, making it a larger gathering than usual.

Members will be familiar by now with the conference format which followed fairly closely the programme of training sessions and specialist themes which have been developed in recent years. In addition to the organised programme, there was a continuous showing of films made by and about universities and a series of information sessions on the Friday afternoon, for those who were not otherwise engaged in sampling the delights of Edinburgh . . .

The Panel for the 'Any Questions' session consisted of Rev John Bell, Rector of the University of Glasgow, Mr S Cameron, Secretary and Director of Administration, Heriot-Watt University and Professor B G Gowenlock, Professor of Chemistry at Heriot-Watt University. The session was chaired by Mr R Butler, Registrar, University of Newcastle-upon-Tyne.

Particular thanks are due to Nicholas Atkinson and Ralph Parkinson for making the conference at Edinburgh such a success and to Heriot-Watt University and the University of Edinburgh for their hospitality.

I should also like to thank all those who have submitted papers for inclusion in this year's Proceedings. They reflect only a selection of the topics under discussion at Edinburgh but for a number of themes and training sessions it was not appropriate to produce papers which might be included in this publication. I must emphasise that the views expressed in this document are those of the authors or participants at the Conference; they do not necessarily represent the views of CUA itself or of the Editor.

Penny Draper
University of Sheffield

CUA OFFICERS 1979

Chairman of Executive Committee	:	Michael Paulson-Ellis (East Anglia)
Secretary	:	Mark Pargeter (Keele)
Financial Secretary	:	Paul Hodges (Swansea)

PROGRAMME

THURSDAY, 5 APRIL 1979

12 noon onwards	-	Registration
2.30 p.m. - 3.45 p.m.	-	Any Questions
4.15 p.m. - 5.30 p.m.	-	Session I
6.00 p.m. - 7.00 p.m.	-	Reception
8.30 p.m. onwards	-	Executive Committee reception for Branch Correspondents, followed by meeting of Executive Committee
9.00 p.m.	-	Ceilidh

FRIDAY, 6 APRIL 1979

9.30 a.m. - 11.00 a.m.	-	Session II
11.30 a.m. - 1.00 p.m.	-	Session III
2.30 p.m. - 4.30 p.m.	-	Session IV
5.00 p.m. - 6.15 p.m.	-	Speaker session
8.00 p.m.	-	Conference Dinner

SATURDAY, 7 APRIL 1979

9.30 a.m. - 11.00 a.m.	-	Annual General Meeting
11.30 a.m. - 1.00 p.m.	-	Session V

DETAILS OF ACTIVITIES

SESSION I - THURSDAY, 5 APRIL 1979, 4.15 p.m. - 5.30 p.m.

S1 Medical School Administration

Chairman: Mr D J Cronin, Senior Administrative Officer, University of Edinburgh Medical School

S2 Faculty Administration

Chairman: Mr S Sterling, Administrative Officer, Trinity College Dublin

S3 Administration in Academic Departments

Chairman: Mr J Davnall, Administrative Officer, Department of Management Science, UMIST

S4 Committee Servicing

Chairman: Mr R N Ruffle, Assistant Registrar, University of Birmingham

S5 Examinations

Chairman: Mr J R Wood, Senior Assistant Registrar, University of East Anglia.

S6 Admissions

Chairman: Mr R M G Clark, Assistant Registrar, University of Reading.

S7 Ceremony Rules Again - OK?

Chairman: Miss J M M Rennie, Secretary for public lectures and hospitality, University of Leeds.

S8 Publications

Chairman: Mr R A Footman, Information Officer, University of Edinburgh.

S9 Personnel

Chairman: Mr D W Granger, Personnel Officer, University of Hull.

S10 Student Accommodation

Chairman: Mr J A Bursey, Assistant Registrar, University of Newcastle-upon-Tyne.

S11 Estates and Buildings

Chairman: Mr P M Crossland, Administrative Officer, (Central Buildings Projects), University of London.

S12 Central Administrative Services

S13 The Vice-Chancellor's External Commitments

Chairman: Mr J M Pargeter, Senior Assistant to the Vice-Chancellor, University of Keele.

S14 Research Grants Administration

Chairman: Mr H M Pearson, Assistant Bursar, Loughborough University of Technology.

S15 Superannuation

Chairman: Mr M V Sibley, Assistant Personnel Officer, Cranfield Institute of Technology.

S16 Financial Accounting

Chairman: Mr M A Ball, Assistant Accountant, University of Edinburgh.

S17 Management Accounting

Chairman: Mr L Ricketts, Chief Accountant, University of Sussex.

S18 Management Services

Chairman: Mr A J Dale, Director of the North Eastern Universities O & M Unit.

SESSION II - FRIDAY 6 APRIL 1979, 9.30 a.m. - 11.00 a.m.

T1 Training Session: Training Developments

Leader: Mr G G Williams, Deputy Registrar (Administration), University of Salford.

T2 Training Session: Conflict Resolution

Leader: Mr R D Nimmo, Bursar, Brunel University.

T3a Training Session: Grading Dispute

Leader: Ms H M Niven, Senior Assistant Secretary, Open University.

A1a Theme: University Administration in North America

Co-ordinator: Mr R M Mawditt, Principal Administrative Officer, University of Bath.

Speakers: Rev Edmund G Ryan, President of the American Association of University Administrators; Mr D Finn, Executive Vice-President, National Association of College and University Business Officers; Mr S Berry and Mr C Sjogren of the American Association of Collegiate Registrars and Admissions Officers; Mr S Thorne, Assistant Registrar, University of Reading.

A2a Theme: Finance

Co-ordinator: Mr M M O'Hara, Deputy Secretary
University of Surrey.

Speaker: Mr J Walne,
University Grants Committee.

A3a Theme: Buildings

Co-ordinator: Mr F G Sutton, Bursar, University of
Leicester.

A4a Theme: Personnel Administration - The Employment of Staff

Co-ordinator: Mrs K Lucas, Assistant Personnel Officer,
University of Edinburgh.

Speakers: Mr R M McKenzie, Acting Head, Department
of Business Studies, University of
Edinburgh; Professor I P Miller, Chairman
of the Law School, University of
Strathclyde.

A5a Theme: Management: Institutional Performance Assessment

Co-ordinator: Professor J Sizer, Professor of
Financial Management and Head of
Department of Management Studies,
Loughborough University of Technology.

A6a Theme: Data Processing

On-line Systems: Introduction and Management
Considerations

Co-ordinator: Mr J Atkins, Data Processing Officer,
University of Southampton.

Speakers: Mr B F Woods, Data Processing Officer,
University of Sheffield; Mr B A Dawson
Senior Administrative Assistant,
University of Manchester; Mr P Phillips,
Systems Analyst, University of Manchester.

A7a Theme: Student Welfare

Co-ordinator: Mr D C Caldwell, Assistant Registrar,
University of Warwick.

A8a Theme: Women in Administration

Co-ordinator: Ms Lee Taylor, Private Secretary to the
Vice-Chancellor, Open University.

SE1a Split-Site Administration

Chairman: Mr D Sturgeon, Registrar and Deputy Secretary, Heriot-Watt University.

Speakers: Mr D I Cameron, Director of Administration and Secretary of Heriot-Watt University.
Mr P R Smith, Estate and Development Officer, Heriot-Watt University.

SE2a Administrator Training and Development

Seminar led by Mr V Trafford, Anglian Regional Management Centre of the North-East London Polytechnic.

SE3a What an Administrator Ought to Know - A Possible Syllabus

Chairman: Mr P M Crossland, Administrative Officer, (Central Building Projects), University of London.

G1a The International Group: Admissions

Co-ordinator: Miss A Riddell, Deputy Registrar, University of York.

Speakers: Dr M Newell, Secretary of Central Applications Office, National University of Ireland;
Mr C B Makubi, Admissions Officer, University of Dar es Salaam.

G2 The Forecasting Group Report: Higher Education in the 1980s

Chairman: Mr M L Shattock, Academic Registrar, University of Warwick.

G3 Devolution and the Universities

Chairman: Mr J T Suddaby, Assistant Secretary, University of Edinburgh.

Speaker: Mr D W J Morrell, Registrar, University of Strathclyde.

SESSION III - FRIDAY 6 APRIL 1979, 11.30 a.m. - 1.00 p.m.

T3b Grading Dispute continued

T4 Training Session: Examinations - Giving Advice and Making Decisions

Chairman: Mr J F D Lauwerys, Assistant Secretary, Imperial College of Science and Technology.

A1b University Administration in North America

A2b Finance

A3b University Areas in Teaching Hospitals

A4b The Employment of Staff

A5b Management: Institutional Performance Assessment

A6b On-Line Systems

A7b Student Welfare

A8b Women in Administration

SE1b Split-Site Administration

SE2b Administrator Training and Development

SE3b What an Administrator Ought to Know

G1b The International Group: Finance

Speaker: Mr J W Young, University of Sydney

G4 University Validation of Awards in Colleges of Higher Education

Chairman: Miss M E S Dawson, Assistant Registrar, University of Manchester.

Speakers: Mr D C Morris, Assistant Secretary, University of Leeds and Mr D Warren, Academic Registrar, University of London Institute of Education.

G5 Links with Overseas Universities Involving Groups of Students

Chairman: Miss C E Giles, Assistant Secretary, University of Edinburgh.

SESSION IV - FRIDAY 6 APRIL 1979, 2.30 p.m. - 4.30 p.m.

S1b Medical School Administration

SE1c Split-Site Administration

BC Training of Branch Correspondents

Information Sessions

F1 The Research Councils

F2 The Vice-Chancellors' Committee

F3 The University Grants Committee

F4 The Inter-University Council

F5 The British Council

F6 The Universities' Central Council on Admissions

F7 The Universities' Statistical Record

F8 The Central Bureau for Educational Visits and Exchanges

F9 The Work of Cultural Attaches

F10 The Schools' Council

F11 Commerical Processes of Interest to Administrators

SESSION V - SATURDAY, 7 APRIL 1979, 11.30 a.m. - 1.00 p.m.

T6 Training Session: Middle Management Training

Leader: Mr R D Nimmo, Bursar, Brunel University.

T7 Training Session: A Question of Loyalties

Joint Leaders: Ms H M Niven, Senior Assistant Secretary, Open University and Mr S J Westacott, Senior Administrative Assistant, University of Bradford.

T8 Training Session: Staff Management Exercise

Leader: Mrs M Jinkinson, Assistant Secretary, St Mary's Hospital Medical School.

A1c University Administration in North America

A2c Finance

A3c University Areas in Teaching Hospitals

A4c The Employment of Staff

A5c Management: Institutional Performance Assessment

A6c On-Line Systems

A7c Student Welfare

A8c Women in Administration

G1c The International Group: Administrative Structures

Speaker: Mr R Palmer, University of Birmingham.

G6 Organisational Development and Management Techniques - Organisation for Results

Chairman: Mr B P Clapp, Senior Assistant, Scottish Universities' O & M Unit.

Speaker: Mr J A Hearnshaw, University of London O & M Unit.

G7 Records Management for Universities: Theory and Techniques

Chairman: Dr J A Edwards, Archivist, University of Reading.

G8 Attracting Students in a Changing World

Chairman: Mr R W Stannard, Senior Assistant Secretary, University of Southampton.

CUA EDINBURGH 1979

MANAGEMENT : INSTITUTIONAL PERFORMANCE ASSESSMENT

EDITORIAL NOTE

Three sessions at the Edinburgh Conference were devoted to the theme 'Management : Institutional Performance Assessment'. Professor J. Sizer, Department of Management Studies, Loughborough University of Technology, acted as co-ordinator for these sessions; he also prepared a plenary paper for discussion entitled 'Performance assessment and the management of universities for the 1990s'. In view of the length of the paper (46 pages) and the overall constraints on the size of the CUA Proceedings, it has not been possible to include Professor Sizer's paper in this publication. Copies are available on request, however, from the Editor. An abstract from the paper is given below.

PERFORMANCE ASSESSMENT AND THE MANAGEMENT OF UNIVERSITIES FOR THE 1990s*

Professor J. Sizer, Professor of Financial Management and Head of the Department of Management Studies, Loughborough University of Technology

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Abstract

The growing interest in the assessment of the effectiveness and efficiency of institutions of higher education is identified. The objectives of profit making and non-profit making institutions are contrasted, leading into a discussion of objectives for institutions of higher education, planning and control systems, non-profit performance evaluation techniques, and the increasing interest in institutional self-evaluation, consensus building techniques, and inter-active financial planning models. It is concluded that while it may not prove possible to agree objectives, measure outcomes and develop performance indicators and progress measures for an institution as a whole, it should be possible to do so for parts of the organisation. A summary of the objectives and properties of various 'partial' process performance indicators and progress measures in higher education is presented. Tests of appropriateness which could be applied to various possible performance indicators and progress measures are considered: relevance, verifiability, freedom from bias, quantifiability, economic feasibility, and institutional acceptability. The paper goes on to briefly consider common issues arising out of the previous discussion: the relevance and practicability of output/benefit/impact measures; jointness of inputs and outputs; the development and use of information systems; and the possible uses and mis-uses of performance indicators. Finally, the various strands are drawn together in a discussion of the implications of the D.E.S. discussion document, Higher Education in the 1990s, for university management and performance assessment. It is argued that there is a need to employ high quality "managers of change".

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* This paper builds upon a paper, "Assessing Institutional Performance : An Overview", presented by the author to the Fourth General Conference of Member Institutions of the Programme on Institutional Management in Higher Education, OECD/CERI, held in Paris, 11 - 13 September 1978, published in International Journal of Institutional Management in Higher Education, May 1979, Vol.3, No.1.

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CUA EDINBURGH 1979

TRAINING DEVELOPMENTS

OPPORTUNITIES TO ASSIST THE CAREER DEVELOPMENT OF ADMINISTRATORS IN BRITISH UNIVERSITIES

Grahame Williams†, Registrar, Queen Mary College, London.

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1. INTRODUCTION

In general, British Universities recruit two types of Administrators - one to carry out professional tasks in, for example, Accountancy Personnel, Architects and Computing/Data Processing Offices - the other to carry out more general administrative tasks within the central administration (eg. Secretariat, Academic Registrar's Office) or in a Faculty or Departmental Office. In either case, the individual whether he be a graduate or a professionally qualified person wishes to gain further training and experience in order to satisfactorily undertake his duties and further his career and there is an onus on the institution to provide further training and experience, so that the individual obtains job satisfaction and works at optimum efficiency.

2. GROWTH IN TRAINING OPPORTUNITIES

There has been a considerable growth in the number of training opportunities over recent years and much more concern of late with career development.

In the late 1950's and 1960's there was a tremendous growth in the number of Universities, the number of students, the number of academic staff and also of administrators. During this period of expansion, many administrators were asked to undertake a wide range of duties, depending on the demands of the time and consequently gained wide experience, thereby equipping them well to take on more senior posts as and when opportunities occurred. The period of rapid expansion came to an end in the early 1970's and consequently opportunities for promotion have become more limited.

Universities have had to consider how they could cope with the new situation, so that Administrators unlikely to obtain much promotion could still obtain job satisfaction and those destined for more senior posts could obtain the necessary experience. The Universities have also been faced with a period of severe financial restraint over recent years and therefore have wanted their administrative staff to be conversant with modern techniques and methods relating to their own area of work, so that they could operate at maximum efficiency themselves and introduce methods that would bring about savings, economies or other improvements within their own institution.

3. TRAINING AT A LOCAL LEVEL

(a) Induction and Initiation

In order to aid the career development of their administrative staff, most universities try to ensure that new members of staff receive

† **Chairman of CUA Training Sub-Committee**

some kind of training programme. The duties and lines of responsibility are usually fully explained to a new member of staff on his arrival and regular discussions take place between the member of staff and his immediate superior during the first few months of his employment, so that he feels at home in his new environment and is able to quickly gain a command of the procedures, customs, traditions etc. of the institution in which he has commenced employment. These discussions also ensure that the new member of staff obtains such guidance and advice as is necessary thereby ensuring that mistakes, if any, are corrected at an early stage.

New administrators are usually given copies of relevant books and prospectuses relating to the institution and can consult various books which have been published on University Administration and booklets/monographs produced by the Committee of Vice-Chancellors and Principals (eg. Information for New Entrants to University Administration, Financial Arrangements for Universities). Many of these books are available in University Libraries or special Libraries established in Registrar's Departments. Information of the kind referred to above enables the individual to quickly gain a knowledge of his own University and the structure within which Universities operate: it also helps him to see his own position in perspective.

New members of staff are usually invited to attend Induction Courses that are open to staff in their own institution and are often given the opportunity to visit Academic Departments and Services as well as other sections of the central administration. The CVCP's runs an Introductory Course twice a year and most new members of staff are given an opportunity to attend this course.

Much of a new member of staff's work is learnt 'on the job' but in a number of cases Universities have produced documents/manuals which assist the member of staff in learning for example the relationship between committees, the format in which Agendas/Minutes should be written and the procedures to be followed on certain occasions. Some new Administrators are also given the opportunity to attend the CVCP's course on 'Office Skills'.

Usually a member of staff is appointed to a specific section of the administration and he is expected to remain there for two or three years: management training of the industrial kind, whereby an individual spends a short period in various sections before a decision is made on the area in which he should commence employment, is seldom to be found in Universities.

(b) IN-SERVICE TRAINING OPPORTUNITIES

Most Administrators receive some training, based on the above kind of programme, during their initial appointment. After that period, training can take a variety of forms, (eg. Job Rotation Seminars, Courses, Study Visits).

Administrators who wish to change jobs and obtain experience of other areas of the administration are often provided with this opportunity. Few Universities practice Job Movement on a planned basis but many take advantage of the situations that occur when vacancies arise to move members of staff, who wish to obtain

additional training and experience. Sometimes administrators are seconded to other Universities or national bodies for limited periods.

Training Seminars are run in a considerable number of institutions and many of the Seminars are open to Administrators from nearby Universities or Colleges. Speakers from national bodies, as well as internal speakers, are invited to address the Seminars and often the opportunity is taken to make use of training materials currently available (eg. Films, Videotapes, Role-playing exercises) Some Seminars or Courses are also staged on a regional basis. Opportunities to attend relevant courses are becoming more common, and the majority of institutions support the courses that are being mounted nationally.

Most University Administrators are required at some stage to act as a Secretary to one or more committees - in some Universities Administrators are allowed to attend meetings of constitutional bodies or committees of which they are not Secretary, so that they can see how other bodies operate and consequently how policies in other areas are determined. This experience is also useful in career development.

Administrators who wish to know more about administrative practices and procedures in other institutions usually obtain the information by correspondence, but in some cases they visit the institution either to ascertain additional information or to see how matters are dealt with in practice. Occasionally short visits to overseas institutions are possible, but these are rare and only in special circumstances. As mentioned in Paragraph 1 above, most University Administrators have degrees or professional qualifications on entry, but the majority wish to gain further training and experience. Those wishing to pursue Higher Degrees or other relevant qualifications are encouraged and usually granted financial assistance in the way of tuition fees, examination fees etc. and in some cases a limited amount of paid leave.

In most institutions the Registrar or the person in charge of the relevant administrative area is the person who gives administrators in his office advice on their career development and appropriate training. A number of Universities have however appointed a Senior Administrator to be responsible for co-ordinating training matters (eg. responsible for circulating information about relevant courses and for arranging internal training programme).

4. REGIONAL TRAINING ACTIVITIES

Training opportunities vary considerably from University to University and also from region to region and it would appear that those Universities which have the strongest local activities contribute most and also benefit most from regional co-operation. Some Univerities have joined together for Seminar programmes, others have arranged courses for Universities in the region. At present activities on a regional basis have been fairly limited but plans are being made both by CVCP's and the CUA to increase these activities as it is seen as the best way of maximising the use of resources at a time when costs of sending members to national meetings and courses often 200 miles or more away are escalating.

The CVCP's have mounted two very successful courses for senior administrators - The Northern Universities Administrative Training Programme and the Southern Universities Management Programme which both last for approximately eight weeks spread over two years. These courses have both been of considerable benefit to the senior administrators who have been able to attend and are making a useful contribution to the overall training scene.

In addition to the formal training programmes referred to above, there are occasions when administrators working in a particular area come together through regional gatherings of a national body and there are also strong contacts established on a personal basis between administrators in neighbouring institutions. Exchanges of information and informal visits also contribute towards the training of administrators in many institutions.

5. TRAINING OPPORTUNITIES AT A NATIONAL LEVEL

A number of courses aimed at both generalists and specialists on subjects ranging from Industrial Relations to Computer Appreciation are mounted annually by the CVCP's and these are proving to be increasingly popular. The Conference of University Administrators is also proposing to mount a number of courses/seminars/workshops on subjects ranging from Research Grants Administration to Internal Printing which it hopes will likewise be of interest and value to University Administrators. The Conference of University Administrators which exists to further the professional development of University Administrators was founded in 1973 and now has over 1200 members. It is very much concerned with the training of Administrators and each year runs an Annual Conference lasting three days where all aspects of administration are considered. The 1979 Conference at Edinburgh will be attended by over 500 University Administrators principally from the United Kingdom, but also from European and American Universities. Any Administrator in a British University may attend CUA's Annual Conference and the courses referred to above, provided he can be released by his own institution.

In addition to CUA's Annual Conferences, there are several national meetings of Administrators working in specific areas (eg Public Relations, Admisssions, Personnel) and there are national conferences for the Senior Officers in British Universities (eg. Registrars, Finance Officers, Buildings Officers). These conferences help administrators experiencing common problems and ensure that there is a good inter-change of information between Universities.

Other courses that are mounted nationally are the CVCP's Introductory Course and Course on Office Skills referred to in Paragraph 3 (a) above. Training activities at a national level have been mainly stimulated in recent years by the CVCP's Administrative Training Committee through its Administrative Training Officer and by the CUA's Sub-Committee on Training. The Association of University Teachers has also taken a much closer interest in training in recent months and has recently published a document which 'inter alia' sets out a code of minimum good practice. The AUT has recommended its adoption by individual institutions.

6. OVERSEAS VISITS

For many years Administrators have had the opportunity to obtain secondment from their posts to take up positions as Acting Registrars, Planning Officers etc. in overseas countries, particulary the developing countries, but naturally the number of such opportunties has been limited. These have mainly been arranged through the IUC.

For several years now there hasalso been the ACU's Administrative Travelling Fellowships which have provided a few senior administrators with the opportunity to visit Universities in Commonwealth countries to study problems which are of professional interest to themselves and of importance to their own Universities and countries. Some Senior Administrators have also been invited to visit overseas institutions, either to give advice on administrative structures or to contribute towards training courses. Many of these visits have been arranged through the British Council. Closer contacts have been established in recent years with European Institutions and OECD has made a valuable contribution in this area. Recently the Commission of the European Community has introduced a scheme of grants for the support of short study visits by administrators and this should help to ensure that a greater number of administrators benefit from study visits to Universities in the European Community.

Few Universities have schemes whereby Administrators can take Study Leave as of right, but most Universities are willing to consider sympathetically the secondment of an administrator to an overseas institution, exchanges between Universities and short study visits abroad in appropriate circumstances. Visits to international conferences by university administrators are at present rare, but will probably increase in the future.

7. CAREER DEVELOPMENT - WHAT FURTHER STEPS CAN BE TAKEN

The above survey outlines somewhat superficially the kind of training opportunities and facilities that are available in the United Kingdom at the present time to assist the career development of administrators. As can be seen a fair amount of activity is taking place and various bodies and organisations are taking action in response to pressures of various kinds. There is a much greater awareness than ever before of the need for training and also for the planning of training programmes to suit individual requirements, but much work needs to be done.

Below are listed some further actions and initiatives that need to be considered in the present economic climate, as there is only likely to be a limited expansion of Universities in the foreseeable future and consequently opportunities to move to senior positions either within an individual's own institution or elsewhere will be constrained.

(i) Administrative Training Schemes

Should schemes, more akin to Management Training Schemes in Industry, be introduced so that new members of senior administrative staff are given the opportunity to spend some time in various areas of the administration before settling into a specific area?

Would this kind of experience mean that therewere less square pegs in round holes and members of staff were better equipped in the long run to take on more senior administrative positions? Would it also mean staff gained greater job satisfaction?

(ii) CO-ORDINATED TRAINING PROGRAMMES

When there is a regular programme of courses and seminars mounted on an annual basis by bodies such as the CVCP's and CUA, should there be a co-ordinated training programme arranged for each administrator, so as to further his career development?

(iii) REGIONAL ACTIVITIES

Some regional activities are beginning to develop. What steps should be taken to encourage this growth, so that more administrators can benefit from courses/seminars/meetings that are being held in neighbouring institutions?

(iv) SECONDMENT AND INTERCHANGE

In a time when promotion opportunities are limited, additional experience can be obtained by secondments to other institutions or exchanges between administrators in different Universities. This has occurred on a limited scale already, but could be developed further. In view of the personal difficulties experienced by Administrators moving to other parts of the country for six months or a year it would be desirable if Colleges or Universities located near one another could discuss this matter and see if exchanges or secondments could be arranged.

(v) STUDY LEAVE

Study Leave is frequently granted to Administrators in overseas institutions, but seldom as of right to British Administrators. The granting of Study Leave for specific purposes would clearly be of benefit to institutions and individuals as part of their career development.

(vi) LITERATURE AND TRAINING MATERIAL

The CVCP's has already produced a considerable amount of literature and of training materials and others are being produced by Administrators in Universities and Polytechnics. This material has been greatly used and appreciated, but much work in this field remains to be done. Booklets setting out administrative practice and Manuals setting out procedures would be valuable as reference documents. Whilst it would probably not be possible to detail procedures suitable for use in all Universities, they would serve as a guide that could be adapted in appropriate circumstances.

(vii) TRAINING OFFICERS

The appointment of an Administrative Training Officer by the CVCP's

has greatly helped to stimulate activities in the training field. This work could obviously be furthered by the appointment of part-time Training Officers in the various regions of the country.

(viii) PROFESSIONAL QUALIFICATIONS

The question of a professional qualification for administrators has been considered in some depth recently by the Association of University Teachers. Many 'generalist' administrators have expressed the view that a professional qualification would be useful, but the majority of 'specialist' administrators appear to see little merit in the establishment of such a qualification, even if credit is given for relevant qualifications obtained by other means. This issue is a contentious one, and it will obviously be debated over future years. The planning of any course that is suitable both for specialists and generalists will need very careful thought.

Glossary of Abbreviations

ACU	Association of Commonwealth Universities
AUT	Association of University Teachers
CUA	Conference of University Administrators
CVCP	Committee of Vice-Chancellors and Principals
IUC	Inter-University Council for Higher Education Overseas
OECD	Organisation for Economic Co-operation and Development

CUA EDINBURGH 1979

ON-LINE SYSTEMS IN AN ADMINISTRATIVE CONTEXT

B A Dawson, Senior Administrative Assistant, University of Manchester

1. The University of Manchester

The University of Manchester is made up of three financially independent institutions (in UGC terms): the University (Owens), and UMIST and the Manchester Business School, which form respectively the Faculties of Technology and Business Administration. Students of UMIST and the MBS are registered as internal students of the University. Staff at UMIST are appointed by the Council of the Institute, but hold co-terminous appointments in the Faculty of Technology of the University, while staff at the MBS are appointed by the Council of the University. UMIST has its own quite separate administration, whereas many of the administrative functions of the MBS are carried out by members of the University administration. The implications of this complex relationship are manifold: for example, the University maintains records of all students in the three institutions, and as a result the University makes the USR returns on students for all three; the University does not, however, maintain records of staff at UMIST because it is not the paymaster: as a result, UMIST makes its own staff return to USR: the University, however, makes the returns for MBS staff, as well as its own staff.

Administratively the University (Owens) has been, until recently, a fairly typical large binary University: the Registrar largely responsible for academic administration, and the Bursar for financial and building administration. Within the past year the University has appointed a Director of Building Services: however, there has been an effective Building Services Section for a number of years, and thus the change has had little impact on the general lines of administration. A great part of administrative functions has been devolved to Faculty and Departmental level: in many respects Manchester lies between the highly centralised system of Leeds and Liverpool's or Birmingham's devolved administrations. Because of the size of the University there has grown up within the administration a number of effectively independent units dealing with the more specialised aspects of central administration: for example, the Awards Office, within the Registrar's Department, deals with student grants and awards; similarly the Grants Section within the Bursar's Department deals with contracts with the Research Councils and similar bodies. Because of the traditional division of functions of Registrar and Bursar there has grown up over the years a number of sections within each Department whose sectional responsibilities are very closely inter-linked. It must be remembered that Manchester is a comparatively old university and its administration is the result of a gradual evolution: it is not like the newer universities whose administrations have largely been planned to suit predicted needs. A few years ago at one of Wallace Ewart's Computer Appreciation Courses I half-humorously compared the administration at Manchester with Stockport market

on a Saturday morning. The analogy will stand quite detailed examination - far more detailed examination than is possible within the limited scope of this paper. Nonetheless it is, I think, worth pointing out that Stockport market and Manchester University manage to achieve the extremely difficult feat of combining massiveness of operation and efficient use of limited resources with the humanity of scale normally found in small operations: this could not be said of, say, Sainsbury's or Asda.

My rather long introduction is germane to the problems of two of the University's administrative functions which I want to consider in relation to on-line systems. These functions are: the appointment of and the payment of staff, and the registration of students.

The appointment of and payment of staff

In order to be able to appoint and pay staff, a University requires not only offices and people to administer the appointing of and paying of the staff but also some means by which the appointments and information about the appointees are recorded. Any records system so set up must have within it not only the personal, academic and salary details of individual appointees but also details of the establishment of the University. The way in which these functions are administered at Manchester, and which, of course, will fundamentally affect any records system(s), provides a paradigm of the results of the traditional division of function of Registrar and Bursar. There is no central Personnel Section for all staff at Manchester. If we look at the appointment of academic and academic-related staff, we find that the appointments procedures are serviced by the Registrar's Appointments Section; salary payments and matters relating to salaries are dealt with by the Bursar's Salaries Section; if the appointment is funded by external finance, the Grants Section of the Bursar's Department; superannuation matters are the concern of another section of the Bursar's Department; finally, at present, computerised staff and post records and the University's USR Staff Return are the responsibility of the Registrar's Statistics Section; the computerised salaries system is the responsibility of the Bursar's Salaries Section.

If we turn to the appointment of non-academic staff we find that: the servicing of the appointments is the responsibility of the Personnel Section of the Bursar's Department; payment of wages is the responsibility of the Wages Section; superannuation comes within the scope of the Personnel Section; there is no computerised staff and post records system, but there is a computerised wages system.

This specific description of the Manchester set-up illustrates, in doubtless an extreme form, a very general problem of universities: the problem of records and management information. It will be noticed that a large number of separate sections may be dealing with any one appointment at any one time; this has its very obvious drawback: whilst each particular section is contributing part of its particular expertise to the appointment, each requires a common core of information which is accurate, up to date and easily accessible, as well as the particular information peculiar to its own specific function. In addition the totality of the information contributed by these sections must be available for the general use of and/or as management information for the Registrar's and Bursar's Departments or for the University as a whole: needs may range, for example, from information for the University's Joint Committee on University Developments to details of individual members of staff for Departmental Review Committees; from information for the University calendar to costings for "Form 3".

If we consider the more traditional solution to the recording of and the making available of information of this kind, we find that in general a combination of manual and computerised systems is used. By manual systems I mean record cards, establishment books and so on. I am deliberately excluding 'personal papers' from the definition: by and large 'personal papers' are in effect collections of legally binding contracts, between individuals and the University and papers of significant intrinsic worth such as referees' reports which are of little or no general use whatsoever. Manual systems have one great advantage: they are easily accessible; however, only a computerised system can handle and process information rapidly and accurately in bulk. The major disadvantage of this more traditional solution to the problem of records and management information is that there is a very considerable duplication of effort to ensure that the information in all systems is kept up to date: this results in a great deal of paper passing to and fro and admits of huge scope for inaccuracy. I suspect, however, that in those universities which have resorted to this more traditional solution it will be found that information held on the computer files in fact comprehends the information held in all the other systems: the main problem in the past has been that this information has been very difficult, if not impossible, to access rapidly on an individual record basis, or, say, on an individual department basis.

To return to the particular case of Manchester, the initial moves for an on-line computerised staff system came from the Salaries Section of the Bursar's Department.

The basic reasoning behind the moves is simple: salary payment at Manchester is a large operation, it must also be a speedy operation. Unfortunately in recent years the batch processing used to update the files has tended to take longer, and if, for example, there has been an error in individual records, the whole process has had to be re-run. You will appreciate that one day's delay in salary payment processes can be vital when there is a deadline. Accessing and amending individual records on-line will cut out at least one factor which is slowing down the whole process, that of checking print-outs of validated information.

It was agreed at a fairly early stage by both Registrar and Bursar (in the collective sense) to consider a common computerised central staff system which could be accessed and amended on-line through VT's, and which would be available to as many users as possible.

The existing computerised systems which I mentioned above, the Staff Records, Salaries and Wages systems, are quite unsuitable for the purpose. Each system has been developed for its own specific purpose and although there is linkage between the systems, largely for the purpose of cross-checking, each system is quite separate. The salaries system was developed purely as a salaries system and therefore does not include the large number of staff who are not paid a salary: furthermore, its departmental coding reflects for obvious reasons that of the computerised Financial Ledger system, which is based very loosely on the UGC's 17 groups used in "Form 3" and which additionally reflects the departments as cost centres for the financial system. The Staff Records System, on the other hand, combines individual staff records and post records, and is, in effect, a reflection of the establishment and departments listed in the University Calendar: for example, taking two extremes: the financial and salaries systems regard the Central Administration as one cost centre: the Registrar, however, requires that the coding reflect the departmental structure and establishment of the Central Administration. At the other extreme, the clinical departments of the Faculty of Medicine are based on three hospitals: the financial coding therefore reflects the three cost centres of each department: however, for the Registrar's purposes there is only one Department of Surgery, for example.

It was decided that it would be sensible to attempt to agree a common departmental coding for the new system to be used for the post records and the financial codes for the salary records. As the new system has to interface with an existing financial system it was agreed that the codes should be based as far as possible on those of the financial system in order to minimise the effect on

the administrative processes of the University as a whole. Meetings took place between those with an overall knowledge of the financial systems, the salaries systems and the staff records systems, and with representatives of the Administrative Computer Unit in attendance, and as a result, and with a certain amount of give and take on both sides a common coding system was reached.

There are two other aspects of the staff system which I want to consider briefly: Who does what in the new system? and where does the control lie?

The essential difference between working within the context of on-line systems and off-line systems is the degree to which the input of information is devolved to the user. The Registrar's Appointments Section will therefore be responsible for setting up records of academic and academic-related staff in the system and will add and amend personal and post information; the Bursar's Establishment Unit will carry out the same operation in respect of non-academic appointments. The Salaries Section and the Wages Section will be responsible for adding and amending any financial information such as tax coding, financial coding and so on. The Registrar's Statistics Section will remain responsible for USR work.

This still leaves the problem of control of the system and control of off-line working. Manchester has always had a very strong tradition of user control of data and jobs. This stems largely from pre-computer days of mechanical systems. The three major users of the administrative computer, the Registrar, the Bursar and latterly the Librarian, each have a control section of one form or another. Each control section is within the appropriate department and is responsible to each Head of Department for the control of data, maintenance of files and running of jobs. There has never been a Data Processing Section in the more usual form at Manchester. The Administrative Computer essentially performs a service function: program maintenance, punching, running the computer and so on. Indeed, the Registrar's Statistics Section has a tradition of doing its own data retrieval. The decision, therefore, to implement on-line systems does not come as such a cultural shock: there already exists within the user departments, as it were, the expertise required for systems control and recognition of the need for systems control as well as the mechanisms to exercise this control. Manchester has very fortunately managed to avoid the 'them and us' syndrome to a large degree, though this varies to a great extent between users and applications. Thus in overall terms the control of data relating to academic staff records and posts will remain with the Registrar; the Bursar will retain control of the salaries and wages side of the system and also the non-academic staff records and posts.

There are a number of general points to be drawn from this description of particular aspects of Manchester. In particular it will be noticed that from the outset an overall view of the University's administration and its needs has been maintained. The initial request of the Salaries Section for the facility to amend records in the salaries system on-line was reviewed not in the simple context of upgrading the salaries system, but taking into account the University's needs as a whole for a staff system: the resultant decision to introduce a new system was then put in the context of the University's administration generally. It will be recalled that in the brief discussion of the departmental codes issue I used the phrase 'in order to minimise the effect on the administrative processes of the University as a whole'. Let me elaborate on this: the financial system and its coding affects every part of the University's administration to some degree: if as the result of changes to a system which is to some extent only peripheral to the University's financial system, the whole system of cost centres and the associated accountancy procedures has to be radically reformed, then the new system is at fault: it is a case of the computer tail wagging the dog. If on the other side the adoption of a set of codes which reflects only the Registrar's existing practices with regard to departmental cost centres requires a complete review of the University's departmental structure and establishment, then the system is at fault. If the new system's coding is able to cope without major change, the system is right. It will also be recalled that I used the sentence "Meetings took place between those with an overall knowledge of the financial systems and the staff records systems, and with representatives of the Administrative Computer Unit in attendance." The phrasing of this sentence was deliberate. It will be noticed that I used the plural 'systems' not the singular: all systems, whether mechanical, manual or computerised must be taken into account in this sort of exercise. I also used the phrase 'with an overall knowledge' quite deliberately: there would be little point in having discussions between, say, the Registrar, the Bursar and the Finance Officer: it is most unlikely that they would have anything other than the broadest concept of the requirements; nor at the other extreme would it be helpful to have discussions between those with detailed knowledge only of individual systems: such people are normally only concerned about the integrity of their own system, and any discussion would soon degenerate into a shouting match over the relative merits and superiority of their own system. Finally, there is the deliberate use of the phrase 'with representatives of the Administrative Computer Unit in attendance' : an Administrative Computer Unit or Data Processing Unit can only advise on the practicalities in such a case: they are not in a position to know the overall administrative criteria: nor, for that matter, can they force a neat, logical system on unwilling

users. Nevertheless, their attendance is just as important as that of the protagonists: they alone can say whether or not any compromise scheme is feasible for a computerised system.

Student Registration

I want to deal far more briefly with student records and on-line student records systems, although this is my own special field. The problems associated with such systems are in general much the same as those associated with other systems.

In Manchester there is no central student office within the University: such an office would have to be massive from any point of view. The overall considerations to be taken into account are that: the admission of students is dealt with at a departmental/faculty level; nonetheless, the registration of students is dealt with by Department, Faculty, Registrar and Bursar jointly; the majority of student services are centralised. The principal difference administratively between matters relating to staff and students is that centrally it is almost exclusively the concern of the Registrar. A second important difference is that computerised student systems have become a sine qua non of the central administration, and have thus grown to be accepted. Nonetheless, the essential problem is still there: that of easily accessible and accurate records and management information.

Many of the offices in the central administration use data derived from the computer system: however, much of this information is provided in early November after registration, and thus all offices need to update their information regularly after November in order to maintain accurate records. Indeed, it may take a week or more (quite often more) for information to be recorded in all systems.

The starting point for the decision to revise the student records system came from my office. The computerised system we have is based on that of the 1900 working group. For its time (the late sixties) the system was a good one, but since its introduction a great many of the factors which moulded the system have changed beyond recognition, and the system has had to be patched up again and again. I felt that we had reached the point at which the system must be rethought for Manchester's particular needs, and this upgrading of the system should be combined with the facility to amend and recall data on-line. To this end we have held a number of discussions with interested parties in an attempt to define the needs of users and potential users. In addition, the Administrative Computer Unit

set up a small system, based on the existing off-line system, which could be used to show the generality of the Registrar's Department what an on-line system is like and to overcome consumer resistance. This small system has proved successful beyond anyone's expectations: it has been found to be convenient, in that it displays on one screen, the sort of information that most offices have to do some chasing round to discover: from the point of view of my own office it has provided a useful means of training staff to use on-line systems in that as well as maintaining the off-line system in the normal way, we have been updating the on-line system. The other point which has been brought home to the various users is that they can access other on-line systems, such as the financial ledger system, with the same V.T. It has been instrumental in breaking down the innate resistance of University administrators to computerised systems.

To turn briefly to the problem of upgrading a system like a student record system from an administrative point of view. Whatever happens in respect of on-line access and updating, over 80% of the work involving the system is only feasible as an off-line operation, and therefore the whole system and its associated computer systems must be redesigned: as there are about 60 specifically written programs and about 70 other regular jobs which use standard ICL general retrieval programs or FILETAB, the parameters for which were written by the Registrar's Statistics Section, the upgrading of the system will be a long one in man hours. In addition, the 'one-off' jobs have to be taken into account. I think that it is fair to say that the operations and applications of any computerised student record system are the most complex of any in an administrative computer service. Overall, I estimate that it will be at least three years before the system is thoroughly tested and 'bedded down' (by which time it may well be out of date in terms of technology). In the meantime it has been agreed that the files for the on-line system, and the programs for the update and accessing of these files shall be the development priority, and 'temporary' programs to interface between the old and new systems be written - essentially to produce extract files in a format acceptable to the existing system - and the existing off-line system upgraded gradually in order to minimise the disruption to the University's administrative function as a whole in an area where there is already a great dependence on computerised systems.

It will have been noticed that I have made little mention of UMIST in my discussion. Recently UMIST has taken delivery of its own computer for administrative purposes, and quite naturally wishes to make the fullest use of this computer for its own student records. As may be imagined, this throws open the whole relationship of the two institutions. For all academic purposes students working

in the Institute are students of the University and it follows that the University Registrar has a responsibility for all academic aspects of the student record system; in addition it is the University Registrar who is obliged to consider the long term records of the University, the legal position of the student, and the admission to and examination for degrees of the University. Nevertheless, the Faculty of Technology is entitled to the same service from the University as any other Faculty. What is clearly needed in the case of UMIST is an harmonisation of practice between the Institute and the University, otherwise there is the danger of divergence in basic data which may have serious consequences. Discussions are currently taking place on the practical implications.

The problem of UMIST highlights the proper place of a student record system within the University. It is, when all is said and done, a system to enable the Registrar to perform his proper office and function for the University. There is also an obligation on all students, all academic staff, and all Faculty officers to supply the Registrar with the information required by him in order that he may perform his proper function. Any use of this information made by Faculties, Departments or individuals outside the Registry is therefore in a sense by grace and favour. In practical terms there is an element of mutual back-scratching: if, for example, a Faculty Office is allowed update material on the central record system, it is getting free of charge a records system which will provide it with the basic information it requires for its own purposes: it will still have to maintain its 'personal paper' files for practical purposes, but it will not otherwise have to record information which is already being collected centrally; at the same time the Registry will not have to copy across information with all the attendant dangers of mis-copying which the Faculty would otherwise have arduously recorded in its own system. It also gives the Faculty access to a system which it would not otherwise be able to afford, and which more importantly is consistent in content with what it knows to be accurate information. In the final analysis, however, control must remain with the Registrar, and to this end, the Registrar has the right to insist that there is an adequate facility to record amendments to the information in the system, that some screens of information are not available to all, and that there is a code of practice with regard to operations which is rigidly observed, possibly with the threat of sanctions.

There is, of course, one final problem from an administrator's point of view: archiving. At Manchester we intend to attack this problem from three angles: in order to be able to produce comparative statistical data, we shall dump copies of the files, or extract files on to disc at specific times of the year, as we do at present; in order to have reasonably accessible records of past students, we

shall produce microfiche records from the computer files containing data in a transcript form; in addition we shall also set up from the computer files a summary graduate record system, which will be accessible on-line, which will contain a limited amount of information, but which can also be used for a number of applications such as the production of the Graduate Register, Convocation mailing lists and so on. It will also provide an index to the microfich archives.

In this paper I hope that I have given some indication of Manchester's solution to the main problems of on-line systems:

(a) Place within the administration
(b) Control and access
(c) Training and discipline
(d) Acceptability
(e) Archiving
(f) Relationships with other systems

I have not spoken of two other problems, and these are the two imponderables:

(g) cost;
(h) mechanical failure.

Against these are to be weighed the very positive advantages:

(a) common records;
(b) more accurate and up to date information on individuals;
(c) avoidance of duplication of effort;

and finally the one which flows from the three above:

(d) the feasibility of production of accurate and up to date management information which is readily accessible.

CUA EDINBURGH 1979

USER INVOLVEMENT IN COMPUTER SYSTEMS IN UNIVERSITY ADMINISTRATION

P. Phillips, Systems Analyst, University of Manchester.

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1. The Computer Department as a Service Unit

1.1 Basic to the philosophy of the Administrative Computer Unit at the University of Manchester has always been the idea of the Unit's being a service organisation to the Administration. The Computer Unit has responsibility for accurate and prompt processing of the data it receives, it has responsibility for the technical implementation of computer systems for the user, but it is not responsible for the content of the data, nor for the day to day running of the Administration. This is not a policy, however, which has apparently been shared by many other Universities. It is common to find, for example, that the Data Processing Officer, the head of the Computer organisation, is also the USR†Correspondent, and as such is responsible not just for the processing of USR data, but for the accuracy of the original data itself.

1.2 Since, in our opinion, the control of a computer system should lie with the user, it follows that the user must be as deeply involved as possible in the system from the very beginning. The user must feel that the system is his, not the computer department's. The ideal would be, therefore, for the user to make the initial request for the services of the computer, and to specify in some detail his requirements. The Computer Unit would then interpret these requirements in the most efficient way to produce a computer system, always referring back to the user at each stage of development. Such an ideal requires, of course, staff of a high calibre in the user department; staff aware of the possible uses of computers and staff prepared to stand back from their daily routine to consider the overall picture. In the past, our own Unit has been fortunate occasionally to achieve this ideal. For example, our on-line Library Circulation system was initially specified by a member of the Library Staff.

1.3 In many cases, however, the user has to be prompted by the Computer Department. A possible method of approaching this in the case of on-line systems, is to generate a simple demonstration system displaying on a VDU screen data already gathered by an existing batch processing system. Few users fail to see the potential advantages to themselves of "immediate" listing of data, and most will ask if they would be able to alter the information displayed through the keyboard. Batch systems pose a greater problem, however. In most cases, the user will

† Universities' Statistical Record

have had no previous contact with computers and may be completely unwilling to involve himself in any way with a computer system. In such cases the Unit has had in the past to specify "from scratch" systems to provide a database (in the crudest sense). By demonstrating an ability to produce listings of data extracted from this "database" when the corresponding manual effort would have been unreasonable, the computer department can gradually, perhaps over many years, interest users in the computer's facilities.

2. Development of Control Sections

2.1 The problem of reconciling the belief that the user should control his own systems with the need to control systems of the type just mentioned, where the final user has little interest in the method of processing, has led at the University of Manchester to a rather unusual situation.

Control Sections have been set up within the user departments, controlling the submission of all computer jobs for a set of final users. The members of the Control Sections are all drawn from the user's own staff so that they have a wide knowledge of the user's operations and are all responsible to the user, not to the Computer Department.

2.2 The scope of operations of such a User Control Section depends entirely on the staff employed within it. If it contains senior grade staff with a real interest in and commitment to computer systems, a certain amount of programming capability may be developed within the Section. The control section may learn to use ICL "FIND", NCC's "FILETAB" or even FTL6 to produce their own listings of data on their files, and even to manipulate the files themselves. Certainly, involvement will be great enough for the section to make suggestions to the Computer Department for the introduction of new systems and amendments to present systems. In some cases detailed systems specifications may be forthcoming. Such a Section in the University of Manchester is the Statistics Section of the Registrar's Department. This contains two full-time and one part-time posts on academic related grades, and two full-time posts on clerical grades. The Section deals with the control of all jobs requested by the Registrar's Department of the University and also takes responsibility for the accuracy of the source data involved.

2.3 When only clerical grade staff are employed, however, supervision must still remain to an extent within the Computer department. The systems and programming staff are frequently involved in dealing with problems which could, with intelligent supervision, be solved internally by the Control Section.

3. Problems Associated with User Control Sections

3.1 Security of data

When a Control Section is allowed to write its own file accessing and manipulation programs it must accept the same level of responsibility for security of data as the Computer Department. The Control Section has to be trusted (a) not to disclose confidential information, (b) not to access or tamper with files belonging to other users' systems, and (c) not to lose or corrupt data by bad programming practices. In the on-line environment, point (b) above need not be troublesome, since it is relatively easy to organise password systems to discourage access to other user's files and indeed, to limit the applications which can be entered from each terminal. Where the User Control Sections are physically close to and in regular communication with the Computer Department as they are at Manchester, these have not proved to be real problems; any abuses of the trust placed in the user's hands would soon be evident to all. In a collegiate situation, however, the problems might well be much greater.

3.2 Documentation Standards

The Computer Department can only advise on documentation of programs written by the Control Section, it cannot enforce its own standards. Unfortunately, this often leads to the user's having very large numbers of undocumented runs whose purpose is lost when the author moves on to pastures new. The solution to this problem probably lies in a gradual increase in awareness of the importance of documentation by the user through long involvement in the computer field - the user finds that he is losing control of his own operation and turns to the Computer Department for help.

3.3 Staff Relations

Paradoxically the development of advanced programming skills in the Control Section can cause staffing problems in the Computer Department. The Control Section staff should be careful not to "overstep the mark" when consulting the systems and programming staff about possible program developments. The tendency is for the interested user to specify his requirements at an early stage in too great detail. This makes it much more difficult for an analyst to make a balanced assessment of the overall situation and thus plan a system or amendments to a system in the most efficient way. It also tends to detract from the job satisfaction of the analyst and hence cause friction between the analyst and user.

CUA EDINBURGH 1979

ON-LINE SYSTEMS IN UNIVERSITY ADMINISTRATION

P. Phillips, Systems Analyst, University of Manchester

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1. On-line Systems - Return of Control to the End User

1.1 In the days before the introduction of computer systems, data was typically held in filing cabinets or card-indexes. The accessing of information, and the alteration of it was entirely under the control of the owner of the filing system ("the user"). Information was as up-to-date as the last alteration made. Early computer systems altered all that. Updates to information had to be filled in on punch documents which were collated into batches to be sent to the computer department for punching on to cards on paper tape. These would then wait in a queue to be run through the computer to produce the required updating and printout. It would be unusual for a user to receive a reply to a query about a piece of information in less than a day. Similarly, the printed information received from the computer was necessarily out-of-date when received. It did not contain the recent data still waiting to be processed. Such a system is known as a "batch" system, and is quite adequate for many applications, such as the generation of a payroll.

1.2 In recent years, however, it has become possible to progress beyond this into on-line systems. Typically, in such a system, the user will have within his own office or department a "terminal" such as a Visual Display Unit (VDU) upon which he is able to have displayed the most up-to-date information available on the computer. He may also be able to alter this information himself through the "terminal" and if his alteration is immediately actioned upon his files of data so that another enquiry immediately afterwards will show the altered situation, then his system is said to be "real-time" as well as "on-line". Under such a system it can be seen that control of the data has truly been restored to its final user. The VDU, in fact, takes the place of the filing cabinet or card-index in the old manual system.

1.3 The great advance on the manual system which an on-line system achieves, however, is that the information stored in this way is not available in one place only, but in as many places as there are VDUs. No longer necessary are the multiplicity of filing systems in different locations, each containing information duplicated elsewhere, and each more or less out of step with the others.

1.4 Nor are the advantages of the batch computer lost. All the sorting, reformatting and printing facilities possible in a batch system are still available when the data has been collected on-line.

2. On-line Systems at Manchester

Some practical examples of the way we are using or plan to use on-line systems at Manchester are:

2.1 On-line Student Records

We plan to make available to departmental and faculty offices throughout the campus all the centrally gathered information about a student, and also to allow departmental and faculty offices to update information about their own students. In this way, as soon as changes in a student's data are notified to the University, at whatever part of the University this happens, these can be input directly to a central record and immediately be available to all users. This facility will be available initially in the Faculty of Economics within the next 18 months.

2.2 On-line Payroll/Personnel System

An on-line staff records system is also planned and will probably be implemented at the end of this summer. Data preparation for salaries and wages payrolls will be done on-line by the Bursar's Department. The information gathered in this way will be augmented by information for Establishment and USR purposes also entered on-line, this time by the Registrar's Department, to form a combined Personnel Record. Because of the confidentiality of the payroll information, it is likely that the access to this portion of the data will be allowed only to those people involved in generation of the payroll; however, the remainder of the information could be made available as widely as the student records information - and on the same terminals.

2.3 Creditors and Financial Ledger Enquiry Systems

Already available in the Bursar's Department are a year's remittance details and financial ledger information on VDU screens. This simple enquiry only facility has been widely used since its introduction some three years ago.

2.4 Library Systems

The most ambitious project so far undertaken by the Administrative Computer Unit at Manchester has been the on-line, real-time Library Circulation and enquiry system which has been in full operation in the Christie Science Library for some two years, and which will be installed in the main library building this year.

Issue and return of books is achieved by reading bar-coded labels in the books and on reader cards using light pens. These transactions are recorded in "real-time" and enquiry, reservation, and data preparation are available on VDU screens. Since the Library is often the first University department to hear of a student's change of address, it is planned that the on-line student records system will be linked for this purpose with the Library system.

On-line book order entry and cataloguing are future systems planned for the Library; also under consideration is the direct linkage of our ICL computer with the Rank-Hovis, McDougall IBM machine used by the British Library, in order to receive BLAISE catalogue records without intermediate data preparation.

3. Hardware

3.1 VDUs

The commonest terminal in use in on-line systems is probably the VDU (Visual Display Unit) - a television screen with a typewriter keyboard, to the layman. These are available from the computer mainframe manufacturer, or from a growing number of independent manufacturers.

3.2 Printers

It is a frequent requirement of a user with a VDU that he be able to obtain a "hard copy" on a printer of the information displayed on his screen. An extremely large range of printers is available for this purpose, and as a general rule, the more expensive the printer the higher the quality of the print and the faster the print speed. For around £2,000, a good quality matrix printer (the print face composed of closely spaced dots) is available which will print at 180 characters per second in upper and lower case. It is worth noting that a user who has a VDU with a connected printer in this way has the basis of a crude word-processing system, although a slower (40 cps) "daisy-wheel" printer with pre-formed characters would probably be more appropriate for this purpose; the price is much the same.

3.3 Special Hardware

As well as the common type of terminals, a large range of equipment for special purposes is available. At Manchester, for instance, we use fibre-optics light pens for reading bar-coded labels.

3.4 Mainframes

The more complex the on-line system, the larger the computer required to control it. Our present ICL 1902T with 128K words of store is capable of supporting our present on-line systems as well as running at the same time most of the batch-processing

systems which ran on our previous ICL 1901A. It is likely, however, that it will prove inadequate in the long term for our planned on-line systems. A move to new equipment, which is specifically designed for on-line use, is likely to be required.

4. Software

4.1 The programming of on-line systems is a great deal more difficult and complex than that of batch systems. Whereas in a batch system a delay of some days while a programming fault is corrected can be tolerated, in on-line situation, service may have to be maintained at all times, no matter what hardware or software failures occur.

4.2 At Manchester, the decision was made in the early stages to purchase the TPS Teleprocessing Monitor package from Telecomputing Ltd. of Oxford. This has saved considerable programming time. As well as controlling the output of data to terminals, TPS provides facilities for speedy recovery in the case of failure and also for password systems to ensure confidentiality of data. The cost of such a package is in the order of £12,500 for a 7 year lease.

4.3 The alternatives to TPS on the 1900 range are few: the systems could be written under Driver as supplied by ICL, but this would prove much more laborious and would take much longer. The ICL new range has been designed with on-line processing in mind and the software provided by ICL should make the development of such systems much easier in the future. For those who have developed under TPS, a 2900 version of TPS will soon be available which will allow systems to be transferred without rewriting to a new range machine.

5. Staffing Implications of On-line Systems

The staffing implications of a move to on-line working are best illustrated by a few examples:

5.1 Library System

One of the basic reasons for the introduction of the circulation system in the Library was an increasing difficulty in obtaining suitable counter staff. The work was tedious and monotonous but at the same time required great care and an understanding of the complicated functions of the Library. Staff with the required educational standard could not be persuaded to work at such an unrewarding task for the salaries which could be offered. The present system has simplified the straightforward issue and return to a trivial task while highlighting at once any problem areas. A smaller number of higher quality staff can thus run the system, since more of their time is available for dealing with the problems.

5.2 Payroll System

The move to an on-line system from our present batch system will mean little, if any, changes in user staff. The present staff who fill in punch documents in the Salaries Section or operate the visible record computers in the Wages Section will now make the same entries on VDU screens instead.

5.3 Computer Unit Staff

Within the Computer Unit itself, on-line working has the following effect on staffing:

5.3.1 Reduction in Punch Staff. As more and more data is entered directly by the user, the amount of card-punching will reduce, and hence the numbers of staff employed can be allowed to drop by natural wastage.

5.3.2 The Operations Function. At Manchester the provision of on-line facilities from 9.00 a.m. to 9.00 p.m. in the Library has meant that the hours of operation of the computer have had to be extended with a corresponding increase in the number of operators required. On the other hand, the nature of an on-line system is such that little intervention is required in normal running except at loading and unloading of the system. With only on-line systems running, therefore, the operations function could be reduced to watching for system failure.

5.3.3 Systems Programming Staff. The quality of systems and programming staff must be high if on-line systems are to be introduced because of the much greater complexity of the work involved. This explains the explosion in the numbers of independent consultancies providing at very high cost systems and programming services to organisations unable to obtain sufficient staff of their own. The computer industry unlike almost all others at present has no unemployment problems. The very highest salaries must be offered to attract trained staff. There are far more vacancies than trained staff to fill them.

5.4 Control Staff

The reduction in batch systems means that there will be less work for a Control Section in controlling job input to the machine. On the other hand, it may well be advisable to control on-line data input from several users in a critical area by feeding all amendments to data through a single point. The Control Section is ideal for this purpose. It is unlikely, therefore, that staff numbers will be greatly affected.

CUA EDINBURGH 1979

THE INTERNATIONAL GROUP: ADMISSIONS

THE UNIVERSITY OF DAR ES SALAAM

C B Makubi, Admissions Officer, University of Dar es Salaam

The University of Dar es Salaam grew out of the University College Dar es Salaam which was a constituent College of the University of East Africa; the other Colleges were Makerere and Nairobi.

The possibility of a University College in Tanganyika is first mentioned in an official report on Higher Education in East Africa in 1955. In that year, the Working Party on Higher Education in East Africa expressed the view that in Tanganyika the planning for establishing a University College should be actively prosecuted during the next 10 years. In 1958 the three Governments (Tanganyika Trusteeship Territory, Kenya Colony and Uganda Protectorate) in a white paper on Higher Education welcomed the report and recommendation of a University College in Tanganyika on the understanding that it would be complementary and non-competitive with existing Colleges, Makerere University College (the University College of East Africa) established in 1922 and the Royal College, Nairobi which had started as a Royal Technical College in 1956.

In December 1960, the Tanganyika Government sought the agreement of the other two Governments for the early establishment in Dar es Salaam of a Faculty of Law which would be the first Faculty of the University College. In October 1961, 14 students were admitted to study Law at the University College Dar es Salaam.

The University College Dar es Salaam, as already stated, started with the Faculty of Law and the idea of not being competitive with the existing College meant that the opening of new faculties and departments should be such that the best use of scarce financing resources was ensured. Makerere University College offered courses in Medicine and Agriculture, Nairobi offered Engineering and Veterinary Medicine. Students from all over East Africa could be admitted to any discipline of their choice irrespective of nationality.

Despite the understanding not to compete among themselves the three University Colleges established a number of faculties as time went by. The University College Dar es Salaam started the Faculty of Arts and Social Sciences in July 1964. The Faculty of Science was opened in July 1965, the Faculty of Medicine in July 1968, that of Agriculture in 1969 at Morogoro, and in July 1973 the Faculty of Engineering admitted the first students.

The University of East Africa was dissolved on 30 June 1970, and from 1 July 1970 the three Colleges became national Universities. The University of Dar es Salaam is a relatively small institution compared to other Universities elsewhere. It consists at present of six faculties and three institutes, namely the Faculty of Agriculture, Forestry and Veterinary Science situated

at Morogoro, about 187 kilometers fr[illegible] Dar es Salaam, the Faculties of Arts and Social Sciences, Engineering, Law and Science on the main campus, and the Faculty of Medicine which has been incorporated into the Muhimbili Medical Centre. The institutes are, the Institute of Development Studies which teaches an inter-disciplinary course to all undergraduate students, the Institute of Kiswahili Research, and the Institute of Marine Sciences situated at Zanzibar. The University is small not in terms of number of faculties and institutes but in terms of student intake.

The number of students registered for various first degrees, and that of established posts for teaching staff are shown in the following tables. The total figure on the table excludes 127 foreign students.

STUDENTS REGISTERED FOR FIRST DEGREES, 1978-79

		1st	2nd	3rd	4th	5th	TOTAL
BA	Men	292	253	251			798
	Women	57	90	20			167
BSc	Men	72	48	76			196
	Women	30	48	23			101
BSc (Geol)	Men	19	12	18			49
	Women	3	2				5
BSc (Agri)	Men	62	7	36			105
	Women	8	6	6			20
BSc (For)	Men	-	11	16			27
B Vet Science	Men	-	17	9			26
	Women	-	-	-			-
BSc (Eng)	Men	134	109	97	44		384
	Women	4	2	-	-		6
MD	Men	41	36	35	32	51	195
	Women	9	3	6	4	3	25
B Pharm	Men	13	14	11			38
	Women	6	6	5			17
LLB	Men	35	29	28			92
	Women	7	25	2			34
	TOTAL						2281

ACADEMIC STAFF (ESTABLISHED POSTS)

	Agric	Arts	Eng	Law	Science	IDS	IKS	TOTAL
Professor	24	19	8	3	9	2	2	67
Ass. Professor	19	27	8	3	15	2	3	77
Sen. Lecturer	33	56	17	4	28	6	4	168
Lecturer	36	74	30	7	35	10	8	200
Ass. Lecturer	27	23	9	7	26	7	4	103

The admission experience falls into two periods - the time of the University of East Africa, and the era of the University of Dar es Salaam.

Under the University of East Africa, those eligible for admission were High School Certificate holders with at least two A level principal passes in appropriate subjects. A few people who managed to obtain those principals after private study were also admitted but the great majority were secondary school leavers.

Application forms were usually sent to all schools preparing candidates for the Higher School Certificate examinations. Candidates would complete four copies of application forms and the Head of the school would forward them to the University of East Africa, Kampala.

The Registrar, University of East Africa, would distribute the forms according to the applicants' choice. The Colleges would individually short list the candidates they wanted. At the University of East Africa Admissions Board the selection of candidates would be finalised.

With the coming into being of an independent University in 1970, the admission procedure did not change much. We still sent application forms to schools preparing candidates for the Higher School Certificate. But instead of the forms being sent to Kampala, they were brought to Dar es Salaam. Applicants would indicate the type of degree course they wanted to study. The policy was that as many candidates as possible, applying for degree courses which were offered at Dar es Salaam should be registered at Dar es Salaam. All other applicants would be processed by our Admissions Board and sent abroad.

We had a Committee, the Inter-University Committee for East Africa which was used as a clearing office for students wishing to study within East Africa. Officials from the three Universities and the three Ministries of Education would meet to finalise this student exchange exercise.

The source of applicants remained almost the same, namely, secondary school leavers, a few people who acquired the entry qualifications by private study, and 50-60 people who attempted and passed the Mature Age Entry Examination.

The major change in our admission exercise came in 1974 when the Party issued a directive aimed at restructuring the whole education system. The aim was to make any one level of education complete in itself. That is, primary school education was to be complete in the sense that it would not be looked at as a preparatory stage for secondary education, and so was to be secondary education. What this directive meant to the University was that we could no longer accept direct school leavers. We were going to admit people who had had at least two years of work experience. High School leavers must complete one year of National Service, then at least two years of work experience before they are eligible for admission.

That decision forced the University to look elsewhere to get enough candidates. We started admitting, on a large scale, people with post-Secondary Diplomas, mature people who achieved the entry requirements through private study, and people who attempted the Mature Age Entry Examination. This was the situation for the 1975-76, 1976-77 and 1977-78 academic years. For the first year, we were able to fill our places but for the second and third years, there was a shortfall of candidates for the science-based faculties.

But even in 1978-79, we did not achieve our admission target. I am saying 1978-79 because by then pupils who finished their Higher School Certificate studies in 1974 had completed the necessary period to qualify for admission. We are addressing ourselves to this problem of shortage of qualified candidates to fill the available places.

What do we mean by available place? Our places are determined by the national high level manpower plan and the faculty capacities. In such faculties as Sciences and Arts, our capacities are more than enough for the national plan. Just as an example, the national plan for lawyers is 40 per year but the faculty can take up to 60. But in other faculties such as Engineering, the national manpower plan is over 200 Engineers per year while the Faculty can accommodate only 140 students. The same could be said of Medicine, Agriculture and Veterinary Science. When I talked of a shortage of qualified candidates, I meant that the number of available students was not enough to fill the available places - the numbers fell beyond the faculty capacities, in faculties where those capacities are below the manpower plans.

Once candidates have been selected for admission, the Ministry of Manpower Development gives its blessing. And everybody who comes to read for a first degree is financially sponsored by the Ministry of National Education.

How do we get those candidates? Some time in August we, through the press, invite applications. The applicants have to state their academic/ professional qualifications. We issue official application forms to those whom we think have at least the minimum qualifications. Together with the official application forms we issue another two forms. Form number 2 to be completed by the Party Branch, the other one, Form number 3 to be completed by employer. Even if the applicant qualifies for admission, we can only take him if he has strong recommendations from the Party and the employer.

To appreciate this procedure, one has to bear in mind the aim of University Education in Tanzania. When inaugurating the University of Dar es Salaam in 1970, the Chancellor had this to say, "In its teaching activities, and in its research for new knowledge, therefore, the aim of the University of Dar es Salaam must be service to the needs of a developing socialist Tanzania. This purpose must determine the subjects taught, the content of the courses, the method of teaching and the manner in which the University is organised as well as its relations with the community at large. We believe that involving the Party in our selection process is one way of extending the University's relations with the Community because, if we are going to produce people who will render services to the Tanzanian peasants and workers, then clients must have a say on who should be given that education."

To conclude, the University of Dar es Salaam is the only University in Tanzania and it is relatively small with an annual student intake of 800 undergraduates and about 200 postgraduates. We admit according to the national manpower plan and faculty capacities. Everyone admitted for a first degree course is sponsored by the Government except in a few cases where employers are allowed to sponsor their employees. With a few exceptions, all students are mature people who have had working experience.

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THE INTERNATIONAL GROUP: FINANCE

THE FUNDING OF AUSTRALIAN UNIVERSITIES IN A NO-GROWTH ENVIRONMENT - THE GOVERNMENT SQUEEZE

J W Young, Special Projects Officer, Budget Office, University of Sydney

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1. PREAMBLE

1.1 Australian universities, which until 1975 were enjoying a steady growth environment, now find themselves in a difficult financial situation as a result of the Australian Government's decision to suspend that growth pattern and keep the university arm of tertiary education at a static level.

1.2 Inherent in a no-growth situation are problems which, if not faced, must lead to deterioration in the standards of teaching and research in Australian universities.

1.3 The aim of this paper is to provide a brief outline of the background to the no-growth situation, and to highlight some of the financial problems generated by the Government's approach to that situation.

1.4 In 1977 the Government disbanded the three Commissions catering for universities, colleges of advanced education, and technical and further education, in favour of a new body known as the Tertiary Education Commission. The TEC consists of a central controlling body supported by three councils, the Universities Council, the Advanced Education Council, and the Technical And Further Education Council. The mechanics of funding distribution are similar to those in operation when the Universities Commission was alive, in that the three councils dispose the funds made available to them under the Government's overall allocation to the TEC.

2. THE BACKGROUND

2.1 Funding of Australian universities suffered considerable change in 1976. Prior to that year, universities had been funded since 1958 on a triennial basis. Under that arrangement they were advised in the year before the three year period, what capital and recurrent monies they could expect for the three year period overall and its distribution over each year of the triennium in question. This method of funding, administered as it was by a Universities Commission, provided a solid base for universities to plan ahead, and to be able to formulate and see through to execution all but the very long term projects, secure in the knowledge that their funding framework would provide the necessary support and not be subject to erosion or truncation.

2.2 Prompted by a worsening economic situation, the then Government in August 1975 announced the suspension of the triennial system of financial support for all tertiary education. The year 1976 was declared to be a "stand alone" year, outside the triennial pattern, to give the Government time to consider the position and to formulate revised policies towards tertiary education funding.

2.3 In May 1976, after the events of 11 November 1975 had seen a new Government elected, the new Minister for Education issued a statement on funding of universities, which contained three main elements; firstly, changes in arrangements for the triennial system of grants to universities; secondly, general directives relating to university development; and thirdly, specific guidelines relating to enrolments and funding for a 1977-79 triennium.

2.4 Triennial arrangements

The Government announced that a triennial system of funding would be re-introduced, but the system was to be modified into a "rolling" triennium. The Universities Commission at that time stated its understanding of this scheme to be that it (the Commission) would be given guidelines in the year before the triennium, consisting of firm expenditure figures for the first year of the triennium and guaranteed minimum figures for the succeeding two years. The Commission was to report annually with recommendations for the following three years, so that each year the triennium would roll forward one year, and a new third year would be added. This essentially becomes an annual funding situation and was greeted with dismay by university administrators, bringing as it does a new element of uncertainty into the running of their institutions.

2.5 General directives

The Government charged the Universities Commission with the tasks of rationalisation of the use of resources, critical examination of any proposed course changes, better utilisation of physical facilities, and issued a directive that the Commission was to avoid any increase in intakes to teacher education courses. This latter directive was the result of the findings of a working party of the Australian Education Council, which led the Tertiary Education Commission to state (TEC RECOMMENDATIONS 1978, 3.1):

" . . . it is clear that the maintenance of intakes of new students into pre-service training courses at the 1976 level, combined with the extrapolation of current resignation rates and current rates of re-employment of teachers, would produce many more teachers, both for primary and secondary schools, than could be reasonably expected to find employment in Australian schools."

2.6 Guidelines for the 1977-79 triennium

The Government's requirements were expressed under four heads:

(i) universities were to maintain the student intake levels at those of 1976;

(ii) the total grants for expenditure for the 1977 year were pitched at a level representing a 2% growth in real terms over 1976;

(iii) all but essential construction, upgrading, and replacement of buildings to be deferred for 1977;

(iv) for 1978 and 1979 the Commission to plan on the basis of a minimum growth in expenditure of 2% per annum in real terms.

3. THE FUNDING SYSTEM

3.1 Working funds for universities and colleges of advanced education are provided by the Australian Government, which also supports technical and further education on the basis of roughly 10% as against 90% by the individual states.

3.2 Certain other minor sources of funds are available to universities, to a greater or lesser extent depending on the size and age of the institution. Some universities have significant benefactions and foundations providing funds for either specific or non-specific purposes, and some have donations which assist in a minor way to alleviate their financial exigencies.

3.3 There are no fees for tertiary education in Australia, these having been abolished by an initiative of the Whitlam Labor Government in 1974.

3.4 Disposition of Government funds to universities is through the TEC, which allocates the available money according to its understanding of the needs, based on advice from each of the three councils.

3.5 The actual payment of monies is via the various State Treasuries, which receive from the Government the amounts payable to all universities in their State, and then distribute it to the universities.

3.6 Payment is progressive throughout the year, and is made on or about the first day of the month to which it applied, thus theoretically covering that month's expenditure. However, universities suffer a somewhat higher expense load at the beginning of the calendar year, when departments and schools are replenishing their stocks of consumables and teaching materials in preparation for the start of the academic year, which is usually about the end of February.

This early expenditure load presents some liquidity problems to the universities, and to overcome the problem it was the practice until the end of 1975 for the Government to provide the January and February grant payments at the rate of 2/14 each of the annual grant, with the remaining ten months each providing 1/14. This practice was subsequently altered, and is referred to in section 4 of this paper.

3.7 Supplementation of grants

3.7.1 It has been the Government's policy to provide supplementation of grants subsequent to the original allocations, to cater for increases in the levels of salaries and wages, non-salary costs, and capital expenditures.

3.7.2 Recurrent grants indexation, which until 1976 was a complicated affair involving the use of several differently weighted indexes, is now based on a percentage formula evolved by the Universities Commission.

3.7.3 The chairman of the Commission said in a letter dated 24 February 1976:

" . . . the 6th report of the Commission highlighted problems associated with the existing procedures for calculating adjustments to recurrent grants for variations to costs.

In future, approved grants for State universities will be adjusted in accordance with movements in the academic salaries index, the general (non-academic) salaries index, and the non-salary costs index on the basis of average expenditure on each component by Australian universities during 1974. The weights adopted after consultation with the Australian Vice-Chancellor's Committee representatives, for each component of expenditure are: academic salaries 49%, general salaries 35%, and non-salary costs 16%."

3.7.4 The Commission went on to say that the weights would be reviewed on an annual basis, and this has been the case. However, at the date of writing this paper†, no alteration has been made to the original figures.

4. WHAT REALLY HAPPENED

4.1 The first erosion took effect in 1976, that is, the "stand-alone" year outside the triennial pattern. Until the end of 1975 the months of January and February, as previously stated, each attracted 2/14 of the annual grant.

4.2 For 1976 the Government stated its intention to discontinue that practice, and substituted for it a scheme whereby January attracts 2/13 of the annual grant and the remaining eleven months each attract 1/13. This change was greeted with some concern, as it meant

† March 1978, revised August 1978

that for every $1,000,000 of annual grant money, the universities were suffering a reduction of $55,000 in cash flow over the first two months of the year.

4.3 There is a possibility that the Government will remove even the 13ths payment system in future years. If this happens, the universities will face further financial strictures in the early part of the year, particularly in those institutions that have been placing heavy reliance on the early availability system.

4.4 In its report for the 1977-79 triennium, published in July 1976, the Universities Commission stated (at 1.6):

"The Commission welcomes the reinstatement of triennial programming but regards it as essential that the new system should operate in such a way as to enable universities to plan ahead with confidence. The guidelines for the 1977-79 triennium specify a minimum growth in expenditure for the second and third years of the triennium. Unless this is a guaranteed minimum rate of growth, such forward planning will not be possible and the arrangements would not constitute a triennial system. For the guaranteed minimum to have meaning its real value must be maintained during the triennium. In his statement, the Minister has indicated that the Government is considering changes in the existing system of supplementary grants to compensate for increases in costs. The Commission is concerned that the cost supplementation arrangements which are used should ensure that the real value of the funds available under the Government's guidelines is not eroded by inflation.

The real value of the small amount of growth under the existing guidelines could disappear entirely if any significant part of the grants were to be excluded from the cost supplementation arrangements."

4.5 The second erosion came about when the TEC released its Recommendations for 1978, in August 1977, and it was learned that (item 2.3) the Government's guidelines to the TEC had removed cost supplementation from capital programs and from the non-salary costs portion of recurrent grants (16% of recurrent grants) for the year 1978 and for at least the balance of the triennium to 1980.

4.6 The effect of this change is that, given an expected inflation rate of 8% per annum, one can calculate a loss of revenue per $1,000,000 of recurrent grant, of $8,000. This calculation is based on the assumption that the quarterly adjustment system that operates in Australia for salaries and wages, will show a fairly steady rate of increase over the four quarters of the year, and that the indexes will be weighted accordingly. In the case of the University of Sydney which has a budget of approximately $70,000,000, the loss in a whole year would be $560,000, quite a significant sum, the absence of which can only generate considerable restrictions on expenditure. With a large proportion of the staff being tenured, there is very little room to spread the effect of such a reduction across all cost heads,

and this results in non-salary costs and non-tenured staff bearing levels of reduction that are disproportionate to their size.

4.7 Further, the Government indicated in its Guidelines for the 1978-80 Rolling Triennium that

a) for 1978 the base funds allocated would be at the same level in real terms as the base allocation for 1977 (item 3)

b) for planning purposes for the year 1979, the base program level would be determined by adjusting fully the sum of the base amounts for 1978 for increases in relevant costs (salaries and wages, non-salary recurrent costs, and capital costs) during that year. The amount thus determined would be increased by 2% and would then be subject to the same revised cost supplementation arrangements applying to 1978, that is, the removal of supplementation for non-salary costs and capital expenditure.

4.8 The Government further indicated that similar arrangements would apply to 1980, with the adjusted 1979 base program being increased by 2% (item 14). Of course, this does not represent a real growth rate of 2%, and confirms the fears expressed by the Universities Commission, as quoted in paragraph 4.4 of this paper, that the real value of the small amount of growth could disappear entirely.

5. THE EFFECTS OF THE SQUEEZE

5.1 Cash flow

Cash flow is now presenting some problems in the early part of the year, brought about by the change in payment system from 14ths to 13ths. Any abandoning by the Government of the 13ths system in favour of twelve even monthly payments would further aggravate the situation.

5.2 Loss of revenue

The removal of supplementation on non-salary costs and capital expenditures is a strong financial blow to the universities, with the major impact being on capital programs. As indicated in item 4.7 of this paper, the Government set the base funds allocated for 1978 at the same level in real terms as the base allocation for 1977, but it also simulated a recurrent grant growth rate of 2% by redistribution of the available funds between recurrent and capital. Thus we see the following effect on university allocations (TEC Recs. 1979 item 4.6):

	1977 $m	1978 $m
Operating expenditure (a)	600.1	612.1
Buildings expenditure (b)	33.7	21.7
	633.8	633.8

(a) December quarter 1976 prices
(b) December 1976 prices

There is thus a 2% increase in funds for operating expenditure and a reduction of more than one-third in the funds available for university building programs during 1978. It is the view of the TEC that total recurrent expenditure cannot be sharply modified without deleterious effects on educational programs and institutions and the employment of staff, but that variations in the flow of funds for buildings can, under circumstances of relative stability in the size of the system, be reasonably accommodated. Clearly, the Government agrees with this premise and is acting on it.

5.3 Low staff turnover

5.3.1 In its Recommendations for 1978, the Tertiary Education Commission observed that since a large proportion of the staff of universities and colleges is on incremental scales and the rate of recruitment of new staff will be very low due to the no-growth situation, the movement of staff up these scales continues to impose additional costs on the institutions. The TEC went on to say that universities and colleges will, therefore,be under significant pressure to achieve economies in order to maintain their activities within their constrained finances.

5.3.2 Two other cost effects result from the lowering of staff turnover - firstly, the costs of superannuation are escalating as university staff stays longer and grows progressively older, thus making more members eligible for superannuation participation, and at a greater per capita rate. There is also a rise evident in the cost of supporting the superannuation pensions of staff members who have retired. The effect is particularly evident in the case of the New South Wales State Superannuation Fund, where the employer is obliged to pay the whole increase in Consumer Price Indexes on both the employer's and the Fund's portions of the pensions; secondly, the costs of long service leave, both current and potential, are escalating. Long service leave is available to all tertiary institution staff at the rate of three months leave after ten years of continuous service (and thereafter progressively), and the reduction in staff turnover now faces universities with increasing numbers of people remaining in post for the required service period. However, recent Government budget legislation has made it more likely that employees will take their leave while in service, rather than accumulating it and cashing it in upon retirement.

5.4 Staff composition

The matter of reduced staff turnover also exercised the minds of members of the TEC (see Rec. 1979 items 3.24, 3.25). That body expressed its

support for the views of the Universities Commission, which stated in its fifth report (item 7.18) for the 1973-75 triennium that:

"it is important for universities to avoid a distribution of staff which is or will become "top heavy" and thereby relatively costly. . . . It also thinks that for reasons of both cost and flexibility, the proportion of staff in the grades below that of lecturer, who for the most part are not permanent, should not be allowed to become too low. Indeed, as far as flexibility is concerned there is a good deal to be said for maintaining a proportion of lecturers and senior lecturers as limited term appointments."

Universities have taken heed of that advice, and there is now a significant change emerging in the academic employment pattern. The trend is toward the employment of more tutors and temporary lecturers, who are on year by year appointments, and to short or fixed term lectureships that generally have a three year life. However, the short term lectureships often carry a provision for the occupant to apply for permanency after one or two years, and some of the policy's effect may as a consequence be lost. It will probably take some years for the full effects of the trend to become clear.

5.5 The pipeline

After some years of steady growth in student numbers, the universities are faced with a pipeline effect resulting from the intakes of earlier years, which were based on the supposition that growth would continue to be supported. These pipeline effects will not clear for some years, and will continue to place an additional strain on finances in a no-growth environment.

6. NEW TRIENNIAL ARRANGEMENTS

6.1 In its Report for 1979-81 Triennium, vol.1, the TEC voiced the concern of most interested parties when it recommended extensive modifications to the rolling triennium system, saying:

"2.13 The Commission appreciates the need for a degree of annual control by the Commonwealth Government, relative budgetary considerations, over expenditure on tertiary education. On the one hand, a complete commitment to fixed triennial arrangements would conflict with the imperatives of annual budgetary management. On the other, the Commission's comments (in chapter 3), based on demographic or other factors, indicate that growth in the provision of university and advanced education is likely to be limited over the foreseeable future. Within the funds provided for the maintenance of universities and colleges of advanced education, the amounts available for short term discretionary adjustments to expenditure are small.

It follows that there is little likelihood of substantial fluctuations in the recurrent expenditure of tertiary institutions financed from Commonwealth funds. It would appear, therefore, that there would be little loss of control over annual expenditure if a commitment was made to a three year program in respect of

recurrent expenditure, provided that control was maintained over annual expenditure on capital works.

2.14 Accordingly the Commission proposes the following arrangements:

a) the Commission should report on the necessity for financial assistance for tertiary education for a triennium at least one year before the triennium commences;

b) subsequently the Government should announce:

(i) firm guidelines for the triennium for recurrent expenditure;

(ii) annually, a cash allocation for capital works;

c) the Commission would then report before the beginning of the triennium on the allocation of recurrent grants for the three years and on the major capital projects in each of the three sectors recommended or commencement during the three years (subject to cash flow requirements);

d) the annual expenditure to be permitted on capital works would be announced each year, and the Commission would from time to time, announce those projects which might commence detailed design and then go to tender and construction in accordance with the approved annual expenditure; and

e) all grants would be adjusted to the cost levels obtaining at the beginning of the year for the grants concerned.

For recurrent grants there would be further adjustments within the year for changes in salaries and wages (i.e. the cost supplementation arrangements would be on the present basis)."

6.2 Such an arrangement will hopefully prevent any further erosion of the real value of recurrent grants, and should allow the universities to plan with a little more sureness than is the present case. It is to be hoped that the Government fully appreciates the problem and accepts the proposals.

7. CONCLUSIONS

7.1 The reasons for the Government's actions are doubtless manyfold, but it is clear that two factors assume major importance; firstly, the desire to contain expenditure on education, and secondly, the desire to redistribute the available resources towards the technical level of post-secondary education. Australia has for some time suffered a shortfall of technically trained people, particularly at the skilled tradesman level, and its the Government's policy to attempt to correct this situation. Encouragement schemes of various kinds reinforce this policy by providing substantial subsidies to employers prepared to take on apprentices, and even to some employers giving less formal training.

However the 1978 Federal budget saw a reduction in the size of the subsidies offered to employers, so there will be some mitigation of the policy during the next three years.

7.2 Universities are faced with the need to look carefully at their finances, and to seriously question some areas of expenditure. The rationalisation of the use of resources, critical examination of courses, and a questioning of the distribution of student admissions between disciplines are all matters exercising the minds of Australian university administrators today. The sudden realisation that there is a surplus of teachers imminent, a surplus of medically qualified personnel imminent, a surplus of accountants imminent, and a significant imbalance between what the universities are producing and what the country's needs are in the immediate future, must give cause for concern to our decision-makers, both in the academic and political arenas.

7.3 Australia already has a surplus of qualified geologists and engineers who are finding difficulty in obtaining employment in the fields in which we have given them training, due to over-enthusiastic programs in recent years. It is to be hoped that academic and executive foresight will prevent similar occurrences in the future, and it is equally to be hoped that Government funding strictures do not create a situation so crippling to universities that they will not be able to maintain their standards of academic excellence.

CUA EDINBURGH 1979

THE INTERNATIONAL GROUP: ADMINISTRATIVE STRUCTURES

THE UNIVERSITIES OF NEW ZEALAND

R A Palmer, Senior Assistant Secretary, University of Birmingham

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Background

1. The starting point for any analysis of affairs in New Zealand I consider, should be a brief description of the historical and geographical background.

2. Most of us associate New Zealand with the names of Abel Tasman (mid 17th century) and Captain Cook (the latter half of the 18th century): Captain Cook found the people who had migrated from the Polynesian islands to the north some centuries previously. Subsequent European interests centred on whaling, missionary activities and in the 1860's in South Island on gold. The non-Maori population was then only 125,000.

3. The treaty of Waitangi in 1840 between the British and the Maoris and the formation of the New Zealand Company at about the same time gave a boost to European immigration on a more organised scale - the prime attraction at that time being the settlements on the east coast of South Island - Christchurch, Dunedin being the chief examples.

4. The population between the two islands subsequently changed so that out of the total present population of about three million, roughly two thirds now live in North Island and one third in South Island: looked at another way, just over half the population lives in the towns of Auckland (¾million Wellington and Christchurch (between 350 and 400,000 each), Hamilton and Dunedin: the remainder live in the smaller towns and rural areas, but the geography of the country and the attendant climatic conditions are a significant restriction on where people can live in reasonable comfort. Less than one quarter of the land surface lies below 600 feet above sea level.

5. The area of the country is approximately the same as that of the British Isles.

6. These single facts may explain the significance of the figures attached as Appendix A, which give the date of establishment of each university and its student enrolment. The figures are a little out of date but will not have altered greatly in the meantime.

Characteristics of the Universities

7. The founders of the University of Otago in Dunedin set out with the objective of creating an institution that closely resembled those with which they had been familiar in their native Scotland: the University

of Canterbury at Christchurch is less imbued with the Scottish tradition. The former is well-known for its medical school which now has clinical branches in Christchurch and in Wellington and for its dental school: Canterbury is strong in Science and Engineering, Law, Forestry and Music. Lincoln is closely associated with but independent of Canterbury about 10 miles away and concentrates almost exclusively on Agriculture: the degrees awarded are those of the University of Canterbury. The Victoria University of Wellington provides a very wide variety of courses: it has one of the two schools of Architecture. Massey University at Palmerstown North is strongly biased towards agriculture and on 'extra-mural' work. Waikato University at Hamilton is the newest and with the exception of Lincoln presently the smallest - in many ways its origin and objectives bear some resemblance to those of the new universities created in Britain at about the same time. Auckland is by far the largest, reflecting the local density of population; it contains inter alia a Medical School, School of Architecture, Engineering, Law and Music departments.

8. Although originally Otago was a self governing degree-awarding body, it agreed in 1874 to become a member of the University of New Zealand, of which subsequently Canterbury, Lincoln, Auckland and Victoria, Wellington became in their turn a part. The strains of running a federal examining and degree awarding body were exacerbated by post-war pressures and in 1961 separate Acts of Parliament established Otago, Canterbury, Auckland and Wellington as self governing institutions with powers that are in many ways similar to those enjoyed by universities in Britain.

Extra University Institutions

9. The New Zealand Universities Act of 1961 created the following bodies:

a) The University Grants Committee

b) The Vice-Chancellors Committee

c) The Universities Entrance Board

d) The Curriculum Committee

a) University Grants Committee

Membership: Full-time Chairman
Four lay and three academic members appointed by the Governor General from a panel of names submitted to the Minister by the Chancellors and Vice-Chancellors.

Its primary function is to endorse the Government of the needs of the country for university education and research. It determines the allocation of grants which it recommends for appropriation by Parliament to meet these needs and reviews the expenditure by the universities of funds appropriated by Parliament. It is responsible for the award of scholarships and for the distribution of grants for research.

In practice the New Zealand U.G.C. appears rather closer to Government than is the case in Britain partly because there is no well developed higher education department in the Ministry of Education. Direct access to Minister and Permanent Secretary levels appears for that reason to be more frequent.

b) Vice-Chancellors Committee

Membership: Six Vice-Chancellors and the Principal of Lincoln.

The Committee may consider any matter relating to the universities and may if it thinks fit report or make recommendations thereon to the U.G.C and also to any university.

c) Universities Entrance Board

Membership: Chairman U.G.C.
Five members appointed in consultation with the V.C.C.
Five teachers or officers appointed by the Minister of Education.

The Board's role is to maintain a common educational standard as a prerequisite for university entrance, to recommend changes to secondary school courses, to prescribe university entrance Bursary and Scholarship examinations, to control admissions ad eundem and to review accrediting procedures in the schools.

d) Curriculum Committee

Membership: Chairman U.G.C.
Nominee of each Vice-Chancellor
One Professor from each University district
Director General of Education

The Committee receives, and approves or otherwise, major academic proposals submitted by universities.

University Infra-Structure: Committees

10. The pattern is not unlike the two-tier system adopted by the civic universities in Britain based upon a University Council, the governing body, and a Senate or Professorial Board which despite its title contains representatives of the non-professorial staff and of students, though not to the same extent as we have become accustomed here.

11. The composition of the Council of the University of Canterbury is shown as Appendix B as a not untypical example.

12. The powers of the Professorial Board are to make recommendations or reports to the Council on any matter affecting the University: more particularly it is charged with "the duty of furthering and co-ordinating the work of faculties and departments, of encouraging scholarship and research, and of managing the library and the Computer Centre". It

approves courses for individual students and has disciplinary powers over students.

13. The Council may not legislate in academic matters without first consulting the views of the Professorial Board which in practice it accepts.

14. There are faculties - in Canterbury there are seven:- Arts, Science, Engineering, Law, Commerce, Music and Fine Arts, and Forestry. Their powers are not as great as those of faculties in the civic universities in Britain and the predominant unit of organisation below the Professorial Board is the department.

University Infra-Structure: Administration

15. The former Vice-Chancellor of the University of Canterbury in an admirable introduction to the New Zealand section of the Commonwealth Universities Yearbook points out that full-time academic heads of universities were first appointed less than thirty years ago. As we might imagine all universities now have a full-time Vice-Chancellor or in the case of Lincoln College, a Principal. Notwithstanding the fact that distances in New Zealand are great and that a visit to Wellington from Dunedin in Auckland by air can occupy a substantial part of a day, Vice-Chancellors seem on the whole to spend more of their time attending to the affairs of their own university than is often the case in this country. New Zealand is not yet so burdened with special enquiries into this and that, that Vice-Chancellors are called on to spend a great deal of time on national affairs outside the university sector.

16. The Chancellor, the Chairman of Council and equivalent in British terms to Pro-Chancellor, will often become more involved in the detailed running of the University than in Britain: it is not regarded as unusual, for example, that he will sit on an Electoral Board.

17. The position of the Registrar in New Zealand universities has always been dominant: prior to 1948 they were the senior full-time administrators. They remain the senior full-time professional administrators, since the duties of the Registry continue to encompass responsibilities which in Britain have often been hived off to the University Secretary, Bursar or Estates Officer. The salary structure reflects this: there is a nationally agreed salary for Registrars; all other administrative officers are on the Deputy Registrar's scale or below.

New Zealand

Student Enrolments 1976

		Full-time	Part-time	External	Total
1869	Otago, Dunedin	5189	1271	330	6790
1873	Canterbury, Christchurch	4950	2240	141	7331
1878	Lincoln, Christchurch	1140	90	-	1230
1882	Auckland	7268	3246	335	10849
1897	Victoria University of Wellington	4400	2474	321	7195
1964	Massey, Palmerstown North	3267	1416	5118	9801
1964	Waikato, Hamilton	2160	785	-	2945
		28414	11522	6245	46141

Postgraduate Enrolments 1975

Otago	483
Canterbury	738
Lincoln	166
Auckland	1317
Wellington	570
Massey	308
Waikato	361
TOTAL	3943

APPENDIX B

University of Canterbury

Composition of Council

	Lay	Academic
Chairman of Local Authority	1	
Vice-Chancellor		1
Members appointed by Governor-General	3	
Appointed by Council	3	
Appointed by Lincoln College		1
Elected by Convocation	6	
Elected by Gov. bodies Sec/technical schools	1	
Professors		3
Non-professor		1
President, Students' Association		1
	14	7

Powers of the Council

"It shall be the governing body and shall have the entire management of and superintendence over the affairs, concerns and property of the University: and subject to . . . shall in respect of all such matters have authority to act in such manner as appears to it to be best calculated to promote the interests of the University and of any other institution controlled by the Council."

It has powers of appointment of staff and examiners, of conferment of degrees or other academic qualifications, and of provision of lectures and instruction as it thinks fit.

Chairman

The Council shall elect one of its members as Chairman to hold office for a term of three years. May be re-elected for a further term, but thereafter ceases to be eligible for re-election until after the lapse of one year.

University of Canterbury Act 1961

VALIDATION OF DIVERSIFIED AWARDS IN COLLEGES OF HIGHER EDUCATION

David Morris, Assistant Secretary, University of Leeds

(The following article is based on a paper presented to the specialist session on validation at the Edinburgh Conference. By validation is meant not only the initial approval of a course or scheme leading to a university award but all phases of a university/college relationship; new-style refers to awards introduced post-James for which a fee is charged only at initial registration; diversified signifies generally non-vocational and specifically non teacher-training; moderation is the Leeds term used to describe the continuous monitoring by university academic staff of courses and performances in colleges - a number of alternative terms are in use for this activity in different universities. While it refers to the English and Welsh experience the article may also be of relevance to changes taking place in Scottish Higher Education at the present time).

Recent History

Although for some universities and former colleges of education the academic connection had a long and honourable history, the basis for understanding the present relationship must be a brief account of the events in the 1970's which led to a number of universities validating new degrees and diplomas in public sector maintained and voluntary colleges, in some cases almost doubling the number of degrees awarded annually by the university concerned. In 1972 the James Report[1] included among its recommendations the proposal that a closer association with non-vocational higher education would be beneficial to trainee teachers and to colleges of education and put forward the idea of introducing "non teacher-training diversified awards" in such colleges. The 1972 Education White Paper took up this proposal and stated an intention that 'some colleges, either singly or jointly should develop over the period (to 1981) into major institutions of higher education concentrating on the arts and human sciences, with particular reference to their application in teaching and other professions" [2]. The statement was made, however, within an expansionary context since at this stage it still appeared that resources would be available for the continued expansion of higher education to match expected demand.

The White Paper envisaged a new and wider role for colleges of education. For some colleges this new and wider role has, indeed, come about - but as a response to contraction, not to expansion. The fuel and financial crises in the years following the White Paper, combined with the realisation of the impact a declining birthrate would have on the number of teachers required, led to a new appreciation of the value of 'diversified' awards

in the context of college viability. Those colleges which survived the cuts, mergers and losses without trace in the period 1973/1978, with a few exceptions which stayed 'monotechnic', managed to do so in part through universities agreeing to introduce 'diversified' degrees and diplomas in many, though by no means all, cases with the same titles (eg BA Hons) as their own internal degrees. An authoritative account of this period has not yet been written. David Hencke[3] provides a journalistic 'instant history' introduction coloured by some trumpet-blowing for the Guardian's guesses at the time. While entertaining and nourishing to anti-DES prejudice this book should not be read without also reading the response of Dr. Hugh Harding (Under Secretary in the DES responsible for teacher training at the time)[4].

Although in most cases spectators with their own problems, some universities were not entirely isolated from the public sector carnage. A number of universities had traditionally acted as Area Training Organisations (ATO's), validating the teacher training certificate and, when it became the fashion, the Bachelor of Education degree. There were also informal teaching arrangements and contacts built up between neighbouring institutions. A number of universities were not, therefore, in a position to stand wholly aside but had to decide what, if any, their future relationship should be with the colleges which were 'in crisis'. While the number of closures in colleges associated with some universities meant that a validation relationship was uneconomic, and surviving colleges chose or were forced to seek validation from the Council for National Academic Awards either independently or through merging with institutions already validated by the CNAA, or, in a few instances actually merging with their associated university (as with St. Lukes College and Exeter University, St. Hild and St. Bede with Durham University and the rapprochement in Loughborough), a number of universities agreed to validate new style teacher training and diversified awards at colleges with which they had previously been associated.

In many cases this was not easy. There had always been suspicion of the academic standing of the B.Ed degree and the possibility of the same institutions bringing forward students for degrees with titles identical to internal degrees in a university was difficult for many university staff to accept. The strongest argument from self interest, that a show of concern and help for activity on the other side of the binary line could be useful political capital for combating charges of university 'ivory-towerism', was not one that easily overrode the academic imperative. Nevertheless, some 20,000 students are at present registered in former colleges of education for university degrees.

Economics

Although debates as to whether a university should continue to validate are in most cases closed, the cost of validation, particularly where small numbers are involved, and the occasions provided by periodic reviews still result from time to time in rehearsals of the original debates. Cost is, in fact, a major factor in a university's attitude to validation

and as courses have settled down and numbers within colleges have stabilised it has become possible to obtain a clearer picture of the economics. Early in 1978 the Committee of Vice-Chancellors undertook a survey with a view to assessing the true costs in relation to the validation fee set by the Department of Education and Science. At that time the fee was due to reduce in real terms, the assumption having been made at the outset that while there would be a high initial validation cost as the new courses became established the load on a university would diminish over time. One of the clearer results of the CVCP survey, however, was that with the regular review of courses, the effect of declining student numbers on overall income and the close and continuing university/college validation relationship the proposed reduction in the fee was based on a misapprehension of the nature and style of university validation.

The figures collected by the CVCP were more than adequate to persuade the DES to this view. However, the other result of the survey - that taking into account administrative costs, the payment of staff for assessment and 'moderation' activities, external examiners' fees and expenses and at least a notional assessment of the cost of academic staff time involved, the fee was approximately 50% too low - is still under discussion. The case is strong - but so is the pressure to reduce Government spending, and the difficulty of assessing the true cost of CNAA validation, which prima facie is considerably cheaper, has hampered the discussions.

The University 'Style' of Validation

A distinctive 'University style' of validation has already been mentioned and although universities differ in their approaches they do have certain features in common, particularly when compared with the CNAA. The CNAA style of validation, concerned as it generally is with assessment of a total course package which is not then normally subject to review for five years, has led to a more confrontational style - no doubt encouraged by industrial conflict models and the somewhat dialectical approach associated with some polytechnics. It is indicative that the author of this article has in his possession four separate 'validation games' devised for training polytechnic academic staff in the strategy and tactics of CNAA visitations. Although the CNAA has recently publicised a new 'partnership' approach, the Council, by its nature as a national institution (indeed a quango) is more remote from its clients. However, to be fair, there is an alternative view.[5]

The University style is less often like this for a number of reasons. In the first place almost all colleges validated have had long and continuing links with the university concerned leading to the development of personal contacts if not close academic relationships. Secondly, there is a need on the part of those assessing college courses to justify their judgements to a university Senate which is likely to want to be convinced not only that a scheme looks good on paper, but also that it fulfils its paper promise. Thirdly, certainly in the case of diversified courses, many colleges started from a low base in terms of specialist academic staff at a time when there was pressure to declare staff redundant rather

than to take on new recruits. In this situation a 'snapshot' assessment, including a judgement on the quality of college staff based on past achievement would have had difficulty in succeeding whereas the continuing and developing relationships between university academic staff and their counterparts in the colleges has had a more encouraging and developmental effect. It should also be said that there is a certain amount of self interest involved in a closer relationship since it enables a university to ensure that college provision is not in too direct competition with its own courses. Within this overall 'encouragement' model there is, however, a very considerable variety which reflects different views on what is important in ensuring standards, contrasting the relative cost effectiveness of different procedures and the varying ways in which universities have coped with the reduced responsibility of Institutes of Education for teacher training. Some universities insist on a common degree pattern for all the colleges which they validate and emphasise the importance of control of examinations to ensure standards. Others have given colleges much more freedom to devise their own schemes and courses and to assess students under the supervision of an external examiner. Most have, however, laid great emphasis on the role of academic staff 'moderators' or 'assessors' in keeping close contact with the teachers in the colleges to monitor the development of courses and the assessment of students. What is important is the level of trust in the competence and academic rigour of college staff shown by the university and earned by the college and this varies considerably not only between universities but within the relationships of one university with its validated colleges.

The Administrator in Validation

It remains to propose one or two areas in which university administrators may have some influence in the development of the validation activity which, it is contended, as well as having its own academic rewards, provides a useful credit for the universities in rebutting charges of 'ivory towerism'.

The first of these is the encouragement of good administrative practice within the new colleges of higher education. Many of these have grown either by merger, or in response to the need to survive, from small training colleges run by the Principal and his secretary to bodies of a size comparable with, and exceeding in complexity, many of the smaller university colleges. In many cases this has not been accompanied by necessary changes in administrative practice, partly because there has not been time to do it, partly through lack of finance (particularly in the case of LEA colleges). University administrators have the experience (often hard won) which, if made available in the right way, can in many cases save colleges from making mistakes which the universities themselves made in the past. It is in their own interest to make it available.

The second activity that university administrators can and should pursue is a critical review of the costs of the validation procedures within their own institution. In particular, they should ask whether there is unnecessary duplication of university and college procedures in the name of standards or, alternatively, whether a low level of cost or

activity for a particular function is indicative of a lack of proper academic scrutiny.

Finally, and this is much more controversial, there is a need to encourage universities to stand up and be counted in supporting those colleges which have chosen university validation when initial or extended DES approval is sought for diversified courses which the university has agreed to validate. The Oakes report called for a closer association between the resource allocation and course approving authorities in the public sector and the validating bodies. Though the Education Bill fell with the election, Oakes has not yet been repudiated and the investment of academic time and expertise in keeping university-validated colleges not only afloat but buoyant, should not be lost by default when resources get tighter and the heat in the kitchen rises.

It was Seneca who asserted that things which are moderated endure (to translate loosely from the Latin), and while it is probable that he did not have in mind the function of moderating the standards of degree courses in former colleges of education and certain that the Senate he was addressing was not composed of sceptical academics, he could yet again be proved right.

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3. David Hencke 'Colleges in Crisis'. Penguin Books. 1978.

4. Hugh Harding 'The Hencke Report' Education 29 December 1978 and 5 January 1979

5. For an account of comparative styles of validation, particularly between University and CNAA validation, see Clive Church 'Comparing The Validation of Degrees' in IPCE Higher Education Bulletin Vol 5 No. 1 (Winter 1976) pub. University of Lancaster.

DEVOLUTION AND THE UNIVERSITIES

Norma-Ann Clayton, Administrative Assistant, Heriot-Watt University.

Background

Since the publication of the White Paper "Our Changing Democracy - Devolution to Scotland and Wales" universities have been debating long and hard, formally and informally, about the possibility of the powers of the proposed new assemblies being extended to include responsibility for the universities. However the referendum results in Scotland and Wales have effectively consigned this particular argument to the history books. The result in Wales was of course an indisputable "no", and while predictably the "indisputable" adjective cannot be applied to Scotland, the net effect would seem to be the same as far as the universities are concerned. In the near future there is no fear - or hope depending on one's political standpoint - of responsibility for the universities being devolved.

This, then, was the background to the Conference session on devolution and the universities. There was a slight feeling among the participants that we were discussing the possibility of strengthening the stable door when the horse was now only a speck on the horizon. However the fact that the issue was no longer immediate did not mean that it was no longer important. Under the chairmanship of John Suddaby, Assistant Secretary, University of Edinburgh, a lively discussion ensued with the emphasis on devolution as it affected Scotland - though contributions from colleagues from Wales and England ensured that the debate did not become too parochial.

Devolution - the Universities' View

David Morrell, Registrar, University of Strathclyde, identified the most important features of the devolution debate within the Scottish universities since the publication of the White Paper. The White Paper itself had made it quite clear that responsibility for the universities would not be devolved:

"The Government believe that it is in the best interests of the United Kingdom, including Scotland, that they should continue to be run as part of a wider United Kingdom system and under the supervision of a single University Grants Committee. At the same time, the Government attach importance to close and effective liaison between the Scottish universities and those other parts of the higher education system that will come under the control of the Scottish administration. The University Grants Committee will therefore be asked to devise arrangements recognising the specific Scottish dimension of their business, and linking the Scottish administration with these arrangements."

However several pressure groups had taken the view that the universities should be integrated into a whole educational system controlled by the new Scottish administration. It was obviously crucial therefore for the Scottish universities to react strongly and positively to the White Paper's proposals.

This in fact is what they did - in a unique way. The Conference of University Courts is a fairly informal gathering whose remit does not normally extend to making public pronouncements on policy matters. However such was the strength of feeling over this issue that, for the first time, the Courts of the eight Scottish universities united in a public expression of their joint view: that the Government proposal not to devolve the universities was the correct one.

Mr. Morrell pointed out that this somewhat unusual spirit of co-operation had continued with the establishment of an Inter-Senate Working Party to attempt to arrive at a common view among the Scottish universities on the subject of the Council for Higher Education in Scotland proposed in a consultative document issued by the Secretary of State for Scotland under the title "Council for Tertiary Education in Scotland." The Working Party had commented in detail on the various proposals and had reached the unanimous view that action to establish a forum for the discussion of problems affecting the development of and relationship within post-secondary education should be welcomed and that such action should not be delayed by or indeed related to the process of political devolution.

Although in the event by, for example, widening the scope of the proposed Council, the Secretary of State had rejected some of the views expressed by the Senates, many of the points made in the Working Party's submission had been taken into account. On the whole therefore the joint approach had been most worthwhile. One of the most encouraging aspects of the whole exercise was that once again the Scottish universities had come together to speak with one voice on a subject of great importance to each of them. The pattern was now set for all sorts of possible co-operative ventures in the future.

Devolution in Action

David Morrell, who had recently completed a study visit to Canada as part of his Commonwealth Universities' Travelling Fellowship programme, described how "devolution in action" in a federalised system could be advantageous to universities in the following areas:

(a) staff and student mobility
(b) finance and funding
(c) academic planning

Mr. Morrell felt that there were several conclusions to be drawn from the Canadian experience. In particular it was wrong to pre-suppose that university education's share of the education cake would necessarily decrease in a devolved situation. Perhaps the Scottish universities had been too negative and too parochial

in attitude when contemplating the future in a devolved Scotland.

Devolution - Yes or No ?

Bob McIntyre, Administrative Assistant, University of Strathclyde, summarised the "pro" case for devolution and Donald Stewart, Assistant Secretary of Court, University of Glasgow, propounded the arguments against it.

The question of devolution for the universities was now felt to be a hypothetical one to which, in any case, the group was no more likely to find a consensus than had the Scottish people in the referendum itself. The group agreed however that whether or not the universities were ever devolved, it was most important for them to become more involved. If nothing else, the devolution issue had fostered a new spirit of co-operation among the Scottish universities and the group expressed the hope that this new spirit might be channelled in a positive direction in the future.

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RECORDS MANAGEMENT FOR UNIVERSITIES : THEORY AND TECHNIQUES

Michael Bott, Assistant Archivist, University of Reading and
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Introduction

Records management is an American export. For many years, of course, office staff in Britain have been familiar with the use of 'transfer cases' for the storage of older records. But this, we suspect, is as far as most organisations get. Records management takes the idea of transfer cases very much further. Business and industry in the United States - and an increasing number of American universities which are run on business lines - have realised that the unregulated or haphazard storage of records in urban or quasi-urban offices is very expensive. They take up space that could be put to better use and if they have no continuing value they represent so much rubbish housed in relative luxury. But practices developed in America to reduce this cost have only slowly crossed the Atlantic. Large firms like ICI, Pilkington's, Unilever, Rio Tinto Zinc, influenced by American methods or connections, have taken up records management as a matter of course. Smaller and less market-conscious organisations like universities have done so only recently. The reason is clear and obvious to all of us - the irresistible force of post-Robbins growth in higher education has met the immovable object of sudden poverty. Students proliferate, records proliferate, money does *not* proliferate. Universities are compelled to economise as almost never before. Our survey, published last year and noted in the bibliography, shows that administrators are facing a crisis with little prospect of improvement. They need advice about how to handle their records with the least possible expense. We do not intend to describe in detail what the survey disclosed. That can be read in the published report. What we want to do is to sketch a general solution that can be locally applied without much trouble.

Definition of records management

Some people say that a records manager should influence or control *all* stages of the production, filing and disposal of records - from the design of forms to the operation of registries, from the creation of filing systems to record storage and retrieval. But this, in Britain at least, is uncommon. Commercial firms, galvanised by competition and mounting overheads, may insist on what might be called total records management. But most of them appear to divide the work of records control into two or more parts. Filing systems, registry practice and forms design are left to the O and M expert. Storage and disposal, while they may come under O and M, are more likely to be dealt with by an archivist. It is on storage and disposal that we want to concentrate. But this, perhaps, is as good a place as any to appeal for closer association between the archivist and the designer of records systems. Too often, they work in isolation. For example, cost-benefit analysis, which is certainly an aspect of O and M, is also

of considerable interest to archivists who are trying to weigh up the savings which their share in records management can make.

History or administration?

First, however, we must clear up a possible source of confusion. Archivists are supposed to be concerned with history, and therefore with records as historical documents. It is quite true that some archivists believe that records management is ultimately an auxiliary historical science, since what remains after the immediate and less immediate rubbish has gone from a body of records is a collection of papers no longer of much interest to the administrator. But as you will see, there is in fact no conflict between the claims of history and efficient administration : a well run system serves both equally well. As our survey showed, office staff are casting about for some way of dealing with masses of redundant or unemployed records which threaten to clog up their day to day work. They have no time to think about the uses of records to historians. So it is records management as a means of freeing the log-jam that we want to discuss.

Scope of work

Records management does not, in the first place, discriminate between records. It can encompass any records produced or received in the university, no matter how old or new, no matter where or what they are - accounting and financial records, correspondence, maps and plans, minute books, newscuttings, photographs, printed ephemera - in fact any document reflecting the work of the University. The voluminous but often fugitive records of student unrest, the personal papers of members of staff, taped interviews with former employees - all these can and should be brought into the system. But if the system is to be applied more or less uniformly throughtout the University, it must be organised from some central point. In Reading, we take care of it from our office in the University Library. Elsewhere, archivists are added to the staff of the Registrar. Since universities are unlikely in the present climate to appoint special people to run the system, even if - like us - they have plenty of other work to do, we have suggested in our survey a division of functions between existing staff. Now we are perfectly well aware that university staffs will say that they are already over-loaded and hard-pressed. It is for this reason that we propose a *dispersal* of duties. *Any* records management system, even a highly developed one with full-time staff, has to rely a good deal on the willingness of office workers to operate the system. So all we are doing is to take that principle further.

Proposed dispersal of duties

If a university has no archivist, keeper of manuscripts or records manager, general oversight should be exercised by an Assistant Registrar or officer of equal rank. Working with him should be the Stationery Officer (already occupied, no doubt, with similar work), a Records Liaison Officer (probably a senior member of the Library

staff, since, as our survey showed, the Library frequently serves as the repository for university records, whatever local scheme is used to put them there) and a Records Clerk in each office (a typist or secretary already familiar with the arrangement of records in her own office would obviously fit the bill). We must stress again that this disperal of duties is quite simply a pragmatic recommendation at a time when new appointments at all levels in Universities are severely scrutinised, and that under normal circumstances we would recommend that at least the larger establishments should have full-time records managers. But it is also a point worth thinking about, that if the members of the records management team find the burden of their work too heavy they are in a good position to press a reasoned case for the appointment of a full-time records manager. He or she might be expected to devise a system somewhat more refined than the one we are about to describe.

The Records Manager

The first job of the Assistant Registrar (or Records Manager as we will now call him) is to supervise a survey to find out what non-current records exist in the University and where they are. To guide him here, he has to use a workable definition of 'non-current records'. As a general rule, one can assume that ninety-five per cent of records more than five years old are never referred to again by the office of origin. One (not very effective) way of finding out what records of this kind exist, is for the Records Manager to send a simple note to every record-handling unit in the University, asking for information. The results are likely to be not only incomplete, but also inconsistent and unreliable. Alternatively, the Records Manager can borrow a list of record *types* from another university, adapt it where necessary and send it out in stencilled form with a column where receiving offices can enter quantities in cubic feet. This, too, though, has its drawbacks. Much better, in fact probably indispensable, is a personal visit. What we have done at Reading is to trace by personal visits as many non-current records of different sorts as possible, and to analyse the lists of such records into a series of categories similar to those we mentioned earlier - accounting and financial records, correspondence, maps and plans and so on. In all, we detected nearly a hundred different types. This is enough to be going on with - the list can always be revised if new types appear. Theoretically, the list should *always* be made in this fashion - from an inspection of lists of specific files, registers, ledgers and other records, but there is often quite simply not enough time to do it this way. Whichever method is used, what should result is a list, as complete as possible, of all the *types* of records produced and received in the university.

Preparation of schedule

The list of record types has then to be looked at carefully. For each type, a separate decision must be made about its disposal or period of retention. It is not enough for these decisions to be made by the Records Manager alone. His best course is to put a provisional decision (incorporating, as far as he can, departmental opinion against

each record type and then to make sure that the list is also scrutinised by the Registrar, the Bursar and the Head of the History Department. Only in this way can the final retention policy take account of all the legal, administrative, financial and historical issues involved. When a consensus is reached, the list of record types and decisions represents what in the jargon of records management is called a 'schedule' (note the Americanism). The schedule states the corporate judgment of the university about what should be done with its non-current records.

Authority of schedule

By whose authority is the schedule to be issued? And how is it to be enforced? Universities, generally speaking, are not like banks or insurance companies : they cannot, or at least do not, *order* people to do things. The schedule, therefore, can only in part be made compulsory. What we suggest in our survey is that perhaps the Registrar and the Bursar, about whom there usually clings an air of incontrovertible authority, might *impose* the schedule on their subordinates. But teaching staff can only be *asked* to use it. If, however, even an optional schedule carries the seal of approval from a respected university body, it is more likely to win acceptance. For this reason, we strongly recommend that the University should have a University Records Committee, comprising the Registrar, the Bursar, the Head of the History Department and, bringing these separate voices together, the Deputy Vice-Chancellor, who is often close to mundane administrative problems. These people need not meet very often or at all, so long as the Records Manager lets them know at reasonable intervals what he is doing and makes sure that any guiding document carries the Committee's name.

Records handbook

The most important guiding document in the system is the Records Handbook or (a less attractive title) the Disposition Schedule. It should contain, in addition to the schedule itself, a page or two of general advice about records. In particular it should set out types of records which the University especially wishes to preserve and types which can be destroyed almost as soon as they are created or received. It should also say what help the Records Manager, the Stationery Officer and the Records Liaison Officer can give. If the Vice-Chancellor can be persuaded to sign a preface, recommending the system, so much the better. Since the schedule will certainly need amendment as time goes on, it is best issued in loose-leaf form.

Records handbook in practice; Records Clerk

How is the H ndbook actually used in practice? Imagine, if you will, an anxious y ung typist. She knows that her filing cabinets are full, and the tran fer cases that she got from Stationery last year are also full. There they sit on the shelves of a book case or stacked along the skirting board. She realises that some distance away is a small store partly allocated to her, but her predecessor has already used up all the space in there and she knows she has nowhere to go. She is

tempted to ask for another filing cabinet, which she might squeeze in between her desk and the window. But she can only get through the room sideways as it is, and her boss is threatening to put the insurance consultant in with her because he only comes twice a week. It's all terribly worrying. But she remembers seeing a booklet about the University Records Centre. She digs it out and discovers that it's called a Records Handbook and tells her that a lot of her stuff need not be kept at all and that the non-current files that she does occasionally consult can be put into other accommodation. She rings up the Records Liaison Officer. He arranges to send her, or asks her to collect, from the Stationery Officer, a supply of collapsible record containers twice as big as her transfer cases, some sticky labels, and a set of blank Disposal Lists in triplicate. On average, six record containers costing about 25p each can take the contents of a filing cabinet costing, say, £50. If you are wondering about the total savings conferred by records management, we estimate *them* as at least 50 per cent of conventional office storage. To get back to our typist, who has now become a Records Clerk - she lists the non-current files with their covering dates one by one on the Disposal Lists, preferably in the order of her own filing system, and puts the files one by one into the containers. As soon as she has filled one container, she slaps a label on it and *pencils* a large number 1 on the label, with the name of her office underneath. Space is also provided on the Disposal List for the office name and (in a special column) for the box number, which she should likewise give in pencil, against the first file title in the sequence. This listing and packing goes on, container by container, until she has cleared from her cabinets, transfer cases and elsewhere every file more than five years old. At this stage, she asks the Records Liaison Officer to receive the packed records into the Records Centre. Some locally convenient means of transport is arranged. The typist sends two sets of her Disposal List with the records, keeping the third set for reference.

Records Liaison Officer

On receiving the packed records, the Records Liaison Officer puts them into the next available space in the Centre, and gives each of the containers a *final* box number, which is simply the next unused number in the sequence on his shelves. The final number is also added to the Disposal List. One copy of the Disposal List then goes back to the typist, who now knows where in the Centre her records have been put. To retrieve a file, she merely sends a request card in the internal mail, or telephones the Centre, making sure in either case to quote the description and box number of the file as given on the Disposal List. The needed file can then be delivered by special messenger or by the internal mail.

Weeding and destruction

Although, as we suggest, the typist herself can 'weed' her files of obviously worthless paper by using the general advice given in the Handbook, she is usually not able easily to apply the detailed

recommendations for retention or destruction given in the schedule. This is a job best shared with the Records Liaison Officer. Between them they mark up the Disposal List with dates of destruction or the letter P if a file is to be permanently preserved. It then becomes the responsibility of the Records Liaison Officer to apply the decisions to the records in due time. It is helpful for this purpose to maintain a set of destruction cards, filed in date order, with the current year at the front and future years befind them. A fresh set of cards will come to the front every year; and the records described on the cards for the current year must then be destroyed, either by shredding or incineration or by disposal to a waste paper recovery company. Container space released by this process can then be re-used.

Benefits of records management

The effects of a records management system of this kind are

(a) that records of permanent value are preserved for both administrative and historical use

(b) that records of temporary value are kept only for a limited time; and

(c) that records of no value are destroyed.

Microfilm

The system can, of course, be supplemented by microfilm or microfiche. There are usually two motives for adopting one or other of these processes. The first is the need for security : records of quite obviously permanent importance such as student records or council minutes are sometimes filmed and the films stored separately from the originals. The second motive is the need to save even more space than conventional records management does. Our own Finance Office has recently decided to convert its statements from computer printout to microfiche. This in the end will be a great boon to us, because the printouts are too large to be stored in our ordinary record containers. But microfilm or microfiche, as these examples show, can only properly be applied to unbroken runs of records of the same kind whose continuing usefulness is known. There is no point in putting, say, ordinary correspondence files on film if, at some future date, the originals are to end up as waste paper.

Local resistance

In drawing up the Schedule, or in applying the system, the Records Manager may encounter some local resistance, either because individual Departments feel that their records are under proper control already or because certain people exaggerate the confidentiality of their records. Well, it seems doubtful that even the most orderly Department would not gain *something* by using the Records Handbook. As for confidentiality we have stressed at Reading that only authorised officers of a Department can have access to the records of that Department. Any one else must get written permission. We

also apply a thirty-year rule to records qualifying as historical documents. And, of course, the University is at perfect liberty to vary the rule in any way it likes or even to say that certain records can *never* be made available for research. But we think that universities, even more than large industrial corporations, will see the justice of enabling their records at a suitable time to be used by historians. It is generally true that while British universities are quite keen to produce centenary histories and the like, they have so far inspired very few comparative or more *general* historical studies of university education. As we hope you will have realised, records management can infallibly preserve the sources for such studies, and at the same time, as part of the same process, help the administrator.

Record centres and records stores

It is not, of course, always *possible* to establish a records centre of the kind referred to in our example. Libraries themselves are bursting at the seams and, in any case, Library space is not much cheaper than office space, though it may allow denser storage. No university is likely to *build* a records centre in the present economic climate and no other existing building may be available for conversion. In these circumstances, *de*-centralisation is inevitable. Departmental record stores, where they exist at all, are unsuitable for several reasons : often they cannot be locked during working hours because they serve a variety of functions; the temperature and humidity are often unsuitable for long term storage; containers and records themselves get lost or misplaced. At Reading a central store has been created recently out of an old, but in other respects perfectly adequate, ex-government building on the University campus. Since it was intended to be bomb- and blast-proof, it could hardly be more secure. Its only disadvantage from our point of view is its relative remoteness but at least it does not occupy ground which may be wanted for other purposes. We know of one excellent repository made out of a cavernous air-raid shelter. Our advice therefore is that universities should look around for such places within their orbit. The essential thing to keep in mind is that centralised storage, on high density warehouse shelving, is far cheaper and more efficient than dispersed storage in conventional offices, in rooms that can serve as offices, or even in stationery stores.

Training

The bare bones of the system which we have described are easy to grasp and nothing is gained by pretending otherwise. Perhaps the two most tricky elements are the construction and use of a schedule. The rest is mostly common sense. But it is worth remembering that records management now has a literature of its own and that short courses are offered at irregular intervals by the University of Liverpool, the Business Archives Council and the Society of Archivists. The value of such courses lies as much in the chance to talk to people with similar problems as in the formal lectures and demonstrations. A couple of years ago, we held an 'exchange of experience' seminar at Reading for librarians in the south who were responsible (among other things) for

university records. It might be helpful for the CUA to organise regional seminars of a similar kind. We feel sure that the Conference could bring in speakers with the right experience from a number of universities.

Conclusion

In conclusion, our experience has been that the *instinct* of administrators and university teachers appears to be either to keep everything or to throw everything away; even Professors of History have been known to do the latter. There is an apochryphal story of an archivist - not necessarily Irish - who tried to do both. When an administrator asked if he could incinerate his non-current records, the archivist is alleged to have said : 'Yes, so long as you photocopy them first'. What records management does is to offer a rational compromise between these contending urges.

Note : Samples of stationery and other illustrations used when this paper was delivered are reproduced in Records management in British universities by the same authors

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